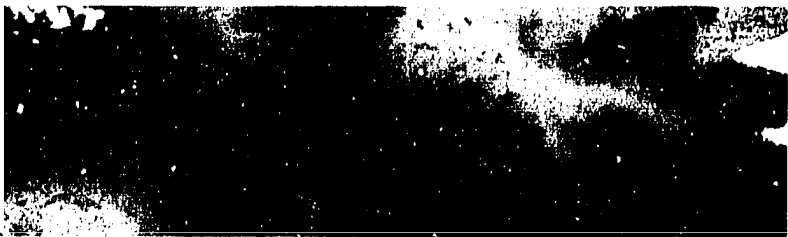


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**EVALUATION
OF THE
COMMUNITY NATURAL
RESOURCE MANAGEMENT
(CNRM) PROJECT**

**LESOTHO
USAID**

**Food & Agricultural Systems
IQC Contract No:
LAG-4200-I-00-3057-00**

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Lastly, we wish to express our gratitude to the countless other people of Lesotho, both men and women, who assisted us in our search for information, attitudes and impressions that guided our evaluation of the CNRM project.

ACRONYMS AND ABBREVIATIONS

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AES	Agricultural Extension Specialist
AHRMP	Animal Husbandry and Range Management Project
AID	Agency for International Development
AID/W	AID/Washington
ARD	Associates in Rural Development, Inc.
CAPO	Chief Agricultural Production Officer
CMS	Community Mobilization Specialist
CNRM	Community Natural Resources Management
COP	Chief of Party
COS	Community Organization Specialist
CRC	CNRM Review Committee
CRMO	Chief Range Management Officer
CTS	Cargill Technical Services
DAO	District Agricultural Officer
DFS	District Field Staff
DLO	District Livestock Officer
DLS	Department of Livestock Services
D/LS	Director of Livestock Services
DMS	Data Management Section
DRMO	District Range Management Officer
DRTO	District Range Technical Officer
DVO	District Veterinary Officer
EU	European Union
GA	Grazing Association
GIS	Geographic Information Systems
GOL	Government of Lesotho
GPS	Global Positioning System
GPD	Global Positioning Device
HWD	Horizontal Well Drilling
ISA	Initiative for Southern Africa
IQC	Indefinite Quantity Contract
LAPIS	Lesotho Agricultural Production and Institutional Support Project
LAPSP	Lesotho Agricultural Policy Support Project
LCRD	Lesotho Conservation and Range Development Project
LHDA	Lesotho Highlands Development Authority
LHWP	Lesotho Highlands Water Project
LIC	Livestock Improvement Center
LMCP	Land Management and Conservation Project
LOE	Level of Effort
LTC	Land Tenure Center, University of Wisconsin

LTТА	Long-Term Technical Assistance
M&E	Monitoring and Evaluation
MHA	Ministry of Home Affairs
MOA	Ministry of Agriculture, Cooperative and Marketing
NGF	National Grazing Fee
OBS	Organization and Business Specialist
PCV	Peace Corps Volunteer
PRA	Participatory Rural Appraisal
PC	Principal Chief
PS	Principal Secretary
PVO	Private Voluntary Organization
RIS	Range Inventory Section
REDSO	Regional Economic Development Support Office
RCO	Regional Contracts Officer
RDPMS	Rural Development and Project Management Specialist (COP)
RLPU	Range and Livestock Production Unit
RMA	Range Management Areas: RMA 1 Sehlabathebe RMA 2 Ha Ramatseliso/Ha Moshebi RMA 3 Pelaneng/Bokong RMA 4 Mokhotlong/Senqebethu RMA 5 Tsatsa-le-meno/Mosafeleng (pending) RMA 6 Malibamatso/Matsoku RMA 7 Kopanang Basotho Qhoali(EU funded) RMA 8 (to be identified) RMA 9 (to be identified)
RMA/A	Range Management Area Advisor
RMEC	Range Management Education Center
RMD	Range Management Division
RM/MES	Range Management/Monitoring & Evaluation Specialist
RMO	Range Management Officer
RRA	Rapid Rural Appraisal
RSA	Republic of South Africa
RTO	Range Technical Officer
SOW	Scope of Work
SRMO	Senior Range Management Officer
STABEX	Stabilization of Export Earnings Program
STTA	Short-Term Technical Assistance
TA	Technical Assistance
TS	Training Specialist
USAID	United States Agency For International Development
USG	United States Government
VDC	Village Development Council

Cargill Technical Services Inc

*Evaluation of the Community Natural
Resource Management (CNRM) Project - Lesotho*

WI	Winrock International
WID	Women in Development
WMGA	Wool and Mohair Growers Association

EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

This final evaluation of the Community Natural Resource Management (CNRM) project in Lesotho was conducted between the months of February and April 1995, approximately five months before the Project Activity Completion Date (PACD). The methodologies employed to conduct the evaluation included three general areas: 1) an in-depth review of documents related to the project, including documents pertaining to completed USAID projects in the field of range and natural resource management; 2) extensive interviews with project staff, Government of Lesotho (GOL) staff project beneficiaries and others with knowledge of the project; and, 3) field trips to all six of the Range Management Areas (RMAs) that had received support under the project.

The Goal of the CNRM project was to improve the management of natural resources in Lesotho. An additional sub-goal was to improve and restore the grazing lands in up to 20 percent of the country's mountainous areas, where livestock husbandry is the principal source of beneficiary income. In order to achieve this Goal, the purpose of the CNRM project was to establish effective community grazing associations with the capability of managing range lands at sustainable carrying capacities for livestock - principally cattle, horses, sheep and goats.

The project was authorized on June 26, 1991 with the signing of the Project Agreement (Pro-Ag) between the GOL and the Lesotho Mission. The project was to have been implemented over a 10 year period ending in June, 2001. Furthermore, it was to have been implemented in two five year phases utilizing a competitive bidding process to select an implementation contractor. The Pro-Ag originally specified that project funding would be \$20,438,000, with USAID providing \$14,086,000 and the GOL providing \$6,352,000. However, in June 1993, the AID/W Administrator made an administrative decision to close the bilateral mission in Lesotho by September 1995 and to truncate the project by that date as well. The truncation of the project, together with several additional events and misfortunes external to the control of project implementors, resulted in a vast majority of the original expected outputs of the project, as well as the project's purpose, not being achieved.

The original project paper called for 57 person years of Long-Term Technical Assistance (LTTA) over the 10 year life of the project. This initially involved six LTTA positions, which were expanded to eight after the second year of the project. Ten Peace Corps Volunteers and over 16 person months of short-term technical advisors also supported project implementation. The original long-term degree training component was scrapped due to the truncation of the project, although over 300 person months of short-term training in diverse topics were provided to MOA staff and RMA and Grazing Association (GA) members.

Major findings and conclusions include:

- The cancellation of the National Grazing Fee, upon which the financial viability of the GAs was to have been based, severely jeopardized the sustainability of these grassroots organizations.
- The termination of the Lesotho Agricultural Policy and Support Project (LAPSP) not only weakened the Division of Livestock Services, but also the ability of the CNRM project to function as originally planned.
- The legal status of the GAs is now being challenged in the courts and threatens the future viability of the associations.
- While many of the expected outputs of the project, as well as the project purpose, were not met, this was due to factors beyond the control of project management and the technical assistance team. On the contrary, the project's LTTA performed remarkably well given the truncation of the project and the political environment in which it was placed.
- The GOL needs to revise, approve and implement its policies regarding natural resource management. If this is not done shortly, the future of the entire RMA/GA program could be in doubt.
- The technical issues surrounding the RMA/GAs are fairly well understood by RMA/GA leaders and members. However, organizational, managerial and representational issues must be addressed as a first priority.
- With very few exceptions, the vast majority of rural Basotho have no economically viable investment opportunities other than livestock.
- While women have benefitted from some of the project's activities, more remains to be done in the future to include them in natural resource management programs.
- The issue of over-stocking of rangelands is paramount over all other technical range management issues.
- Livestock breeding services provided by the GAs to their members were the most popular and well received services.
- The monitoring and evaluation component of the project suffered greatly due to the project's truncation and other external factors.

Principal issues and recommendations raised by the evaluation include the following:

- Increased budgetary support for the DLS/RMD, either from Government or other donors.
- Provide district-level staff with logistical support and increased training, as well as involve them more directly in the RMA/GA process.
- After conducting thorough educational campaigns and consultations with constituents, the GOL should expeditiously legislate livestock and range management policies to support the RMA/GAs, eg the legal foundation of the GAs, the national grazing fee, overstocking, a national branding and tattooing program, the rights of non-members, the rights of passage of "outsiders" and seasonal transhumance of livestock from the lowlands to the mountains.
- Escalate and encourage intensive fodder production throughout Lesotho, especially in the lowlands.
- Seek donor support for developing RMAs 6, 8 and 9. The DLS/RMD should also continue support to RMA/GAs 1-3 while maintaining contact with the people of RMAs 4 and 5 in anticipation of their resolution of internal problems on their own. This should be done even if donor funding for other RMAs is obtained.
- In addition to any technical support provided to the GAs, increased emphasis should be placed on sociopolitical, managerial and organizational issues.
- Continue the use of the new community-based RMA selection criteria.
- Encourage an appropriate and more systematic implementation of Participatory Rural Appraisal (PRA). Use more creative extension methods than *lipitso* (public meetings). Include socioeconomic data while collecting information for PRA.
- The DLS should hire a statistician, a rural sociologist and a business specialist as soon as possible.
- Provide further staffing and logistical support for the GA Development Team; make it a Section; and formalize its relations with other DLS/RMD personnel.
- Assist GAs to find alternative sources of income through additional marketing opportunities and the provision of services to members.
- Seek assistance for further study of traditional grazing patterns. Involve communities more thoroughly in designing grazing systems.

- The USAID/Regional Office for Southern Africa, in particular, should seek ways of continuing support for selected RMA/GA activities through the ANR component of the ISA. The USAID/Regional Office should especially consider providing legal and other policy assistance to the DLS/RMD. Other donors and organizations should also consider support to the RMA/GA concept.
- Future donors to the RMA/GA program should consider the direct training of GA members in appropriate, targeted topics in addition to utilizing a "Training of Trainers" methodology.

1 INTRODUCTION

1 INTRODUCTION

This final evaluation of the CNRM project in Lesotho was conducted between the months of February and April 1995, approximately five months before the Project Activity Completion Date (PACD). A contract team composed of four members conducted the evaluation under the auspices of Cargill Technical Services (CTS) through a work order under the Food and Agricultural Systems Indefinite Quantity Contract (IQC) mechanism. The members of the evaluation team included an Agricultural Economist/Team Leader, a Rural Sociologist, a Range Ecologist/Management Specialist and an Environmental/Natural Resource Specialist. All four members of the team had extensive evaluation experience with various donors and non-governmental organizations - particularly on the African continent - and two of the four members had extensive long-term experience residing in Lesotho.

The methodologies employed to conduct the evaluation included three general areas: 1) an in-depth review of documents related to the project, including documents pertaining to completed USAID projects in the field of range and natural resource management; 2) extensive interviews with project staff, Government of Lesotho (GOL) staff, project beneficiaries and others with knowledge of the project; and, 3) field trips to all six of the RMAs that had received support under the project. In order to best use the time provided for the evaluation, two questionnaires, one socioeconomic and one technical, were utilized in a majority of the interviews conducted. Once an initial draft evaluation document was prepared, it was distributed to the Mission, the GOL and project staff for their comment and edification. The comments and opinions received were then incorporated into the final draft document. In the interest of achieving a broad readership of the evaluation document, the Scope of Work limited any attempts at verbosity on the part of the evaluation team to fifty pages, plus appropriate appendices.

The goal of the CNRM project was to improve the management of natural resources in Lesotho. An additional sub-goal was to improve and restore the grazing lands in up to 20 percent of the country's mountainous areas, where livestock husbandry is the principal source of beneficiary income. In order to achieve this goal, the purpose of the CNRM project was to establish effective community grazing associations with the capability of managing range lands at sustainable carrying capacities for livestock - principally cattle, horses, sheep and goats.

Integral to the CNRM project design was the idea that it would build on several previous and concurrent USAID projects that also dealt with issues of range and natural resource management. These projects are described in the body of this evaluation report. A critical distinction that sets this project apart from the others, however, is that it has focused on a change in the strategy/methodology of the RMA model. Utilizing a bottom up rather than a top down strategy, the project worked towards getting the Grazing Associations to the point where they could manage the RMAs in a financially viable and socially sustainable manner.

The project was authorized on June 26, 1991 with the signing of the Project Agreement (Pro-Ag) between the GOL and the Lesotho Mission. The project was to have been implemented over a 10 year period ending in June, 2001. Furthermore, it was to have been implemented in two five year phases utilizing a competitive bidding process to select an implementation contractor.

The Pro-Ag originally specified that project funding would be \$20,438,000, with USAID providing \$14,086,000 and the GOL providing \$6,352,000. However, in June 1993, the AID/W Administrator made an administrative decision to close the bilateral mission in Lesotho by September 1995.

In April 1992, USAID/Lesotho entered into a "performance-based" contract with Associates in Rural Development (ARD) for the implementation of the first five years of the 10 year project for a total estimated cost of \$7,887,797. Nevertheless, in compliance with the AID Administrator's ruling, both the funding level and the level of effort (LOE) of the contract were reduced although not in direct proportion to the two year truncation of the project. Rather, the contract was reduced to \$5,802,313, while the LOE was adjusted to include additional personnel in an attempt to accomplish what potentially could have been accomplished in the full five year contract period. At that time (October 1994), the contracting mechanism was also amended from a "performance-based contract" to a "cost plus fee and obligation" contract.

The truncation of the project, together with several additional events and misfortunes external to the control of project implementors, (explained in detail in the body of this report), resulted in a vast majority of the original expected outputs of the project not being achieved. This, combined with the fact that many of the original assumptions and expected outputs upon which the project paper and logical framework matrix (logframe) were based, were overly optimistic in the extreme, has led to the following evaluation being quite negative and pessimistic. The reader is therefore cautioned to interpret the results of this evaluation report in the harsh light of the political environment in which the implementation of the project has taken place.

Lastly, it is the expressed purpose of this evaluation, as included in the evaluation team's Scope of Work, to identify possible areas for assistance and make recommendations for the involvement of other donors, as well as for potential targeted support to the RMA/GA concept by the USAID Regional Office currently being established in Gaborone, Botswana.

2 BACKGROUND

2 BACKGROUND

2.1 HISTORY

In 1979, the Government of Lesotho created the Range Management Division (RMD) within the Department of Livestock Services (DLS). Two of the early programs under the Division, the Thaba Tseka Small Stock Project and the Quthing Cattle Breeding Project, created special use areas that were forerunners to the development of the RMA concept.

USAID created the Land Conservation and Range Development project (LCRD) in August of 1980, to assist in the conservation of the land base and increase the productivity and income of the rural poor. Designed to end in 1986, the project was extended to 1988, but the conservation portion of the project was later scrapped.

The RMD, assisted by the LCRD, initiated the Lesotho Range Management Area Program in 1982. The objective of the program was to develop RMAs, special grazing areas declared by chiefs for improvement of range land and livestock production through the application of sound management practices. The goals of the program were to: 1) increase the productivity and income of the rural livestock producers; 2) facilitate commercialization of the extensive livestock industry while satisfying subsistence needs; and, 3) allow management of renewable natural resources in a sustainable and socially acceptable manner. Management objectives were to: 1) improve the range; 2) improve the quality of livestock and livestock products; and, 3) improve marketing.

RMAs were to be selected using several criteria including: condition of the range and range capacity; climate; size of the area; the number of villages and the population; accessibility; the degree of support by the Principal Chief; jurisdictional boundaries; the presence of existing stock facilities ; and other factors.

After area identification, *lipitso* (public meetings) were held to inform the communities and determine their interest in the program. Thereafter, a Grazing Association (GA Management Committee was formed, combining traditional authority with elected officials; the capacities of the GA Management Committee were developed; a GA Executive Committee was elected; a constitution and bylaws were developed; grazing management plans and enforcement procedures were created; and income generation programs were developed.

Four RMAs were created during the tenure of the LCRD project: Sehlabathebe (1982), Ha Moshebi/Ha Ramatseliso (1986), Pelaneng/Bokong (1988) and Sanqebethu/Mokhotlong (1988). These RMAs included six percent of all of the range lands in Lesotho. The aim was to increase the area within the RMA program from six percent to 20 percent by the 1990s.

In 1988, the LCRD project (along with its residual funds) was transferred to the Lesotho Agricultural Production and Institutional Support Project (LAPIS). LAPIS was designed to increase the income and employment of the rural population through the provision of direct

production and marketing assistance to small farmers and the strengthening of GOL institutional capacities in agricultural research and extension education. One of the three major components of LAPIS was the range land program of the LCRD, the aim of which was to provide assistance and guidance in the identification and selection of RMAs; organize GAs and develop their constitutions; develop and implement grazing management, livestock improvement and marketing; train the GA members and herdboys in range management, livestock production, marketing, animal health and fodder production; and provide institutional support to the DLS.

LAPIS and the Range and Livestock Production Unit (RLPU) in the DLS provided the following to the RMAs: 1) financial and technical assistance to Sehlabathebe (RMA 1) and Ramatseliso (RMA 2) through May, 1990; 2) the same for Pelaneng/Bokong (RMA 3) and Mokhotlong (RMA 4) through May, 1992; 3) the identification of RMAs 5 and 6 and baseline socioeconomic studies of these areas; 4) socioeconomic survey methods to identify RMAs and to monitor the attitudes of members; 5) natural resource monitoring systems; 6) monthly reporting systems and; 7) infrastructure at the RMAs.

The benefits from the RMA/GA concept were to be: exclusivity of use rights; improved range production, livestock productivity and marketing; increased access to credit; reduced stock theft; increased education; and improved natural resource management. Assistance to the DLS and GOL included working with the Range Inventory Section for the National Range Inventory, institutional building of the DLS and help in development of the National Livestock Policy.

In 1992, LAPIS ended and the CNRM commenced. CNRM was to carry on the RMA/GA concept through continued work with the existing RMAs 1-4, further development of RMAs 5 and 6 and the creation of new RMAs through a process that put additional emphasis on community involvement.

During the tenure of LAPIS and CNRM, another USAID project, the Lesotho Agricultural Policy Support Program (LAPSP), was operating in the agricultural sector. LAPSP, begun in 1988, was a program for policy reform in livestock and agricultural input distribution. Its goal was to make more productive and efficient use of Lesotho's domestic resources in crop agriculture and livestock production through a process of policy reform and implementation. The objectives were to: 1) open up agricultural marketing and; 2) reduce over-stocking of cattle, sheep and goats on fragile range lands and thereby bring into closer balance herd size and grazing potential. This was to be done through implementation of a grazing fee, range land adjudication, livestock improvement and improved marketing. The development of the National Grazing Fee under LAPSP was integral to the design of the CNRM project since a portion of the fees collected was to go toward GA support.

In cooperation with CNRM, the Lesotho Highlands Development Authority (LHDA) developed the Animal Husbandry and Range Management Project (AHRMP) for phase 1A of the Lesotho Highlands Water Project (LHWP). The AHRMP, among other reasons, was established to assist in the development of RMA/GAs in the LHDA project area. The AHRMP began implementation

in October 1994, working closely with the DLS and the CNRM program in RMA 3 and RMA 6.

The European Community (EU) has participated in activities that complement the RMA development process through the provision of stabilization of export earnings funding (under the STABEX program), which has been utilized for the range land use adjudication program, the training of livestock assistants, culling and exchange of small stock and the development of the Data Management and Range Inventory Sections within the DLS. The EU assisted in the establishment of RMA 7, based on the RMA/GA model.

2.2 SOCIAL, POLITICAL AND ECONOMIC CONTEXT

The social, political and economic context under which LCRD, LAPIS and CNRM have had to function has remained fairly constant over the past 13 years. Land in Lesotho is held in trust by the King and allocated under the administrative authority of chiefs or village committees headed by chiefs as *ex officio* members. Chiefs at all levels (principal, area, ward and village) have been trying to prevent a further erosion in the bases of their authority, including the powers to allocate land and levy fines. It has consequently never been possible to take their participation and cooperation in projects for granted. The hierarchy of chiefs is complex and boundary disputes between chiefs are a frequent occurrence.

Family and clan ties as well as livestock movements cut across villages, RMAs, district and national borders, making neat demarcations into exclusive localities and the implementation of effective grazing management plans extremely difficult. Stock holders who reside in the mountains send their livestock to "cattle posts" in the higher reaches of the mountain zone during the summer months. Herdboys usually accompany the herds. In winter the animals return to village grazing areas. Poorer or absentee stock holders (who may not be members of GAs) often lend animals out to people who can afford to take care of them in an arrangement called *mafisa*, adding more livestock to the range. This custom is deeply rooted and many people are likely to try to circumvent any regulations attempted to forbid it. In addition, a seasonal transhumance is practiced between the lowlands/foothills and the high mountain regions. Mountain range lands in particular are considered to be "national," and the practice for many years has been to allow open access to the range for stock holders, with permission from the Principal Chief with authority over a particular area. This type of communal grazing does not require a high capital investment.

Many rural households in Lesotho engage in livestock production because of the traditional use and prestige values of both small and large stock. Married men in the rural areas look forward to setting up their own households independent of their parents and building up their own herds. Most, though not all, stock holders deem the number of animals owned to be more important than their quality. Stock holders do not usually cull their weaker animals in times of disaster on the off chance that some of them will survive. Over the past decade in Lesotho, the high human population growth rate of 2.6 percent (GOL/Bureau of Statistics) suggests an escalation in livestock numbers.

The substantial increases in wages received by Basotho workers on the South African mines over the past 10 years or so have enabled returning migrants to make considerable investments in livestock. Over the period of LCRD, LAPIS and CNRM, remittances from labor migration have made more substantial contributions to many household incomes than have profits from livestock production. Livestock production, as a result, has not usually been the central or only source of income of many households. This fact might have led to a lack of urgency regarding the issues of livestock and range improvement on the part of many livestock owners. Participants in RMA/GA activities may have divergent and at times conflicting interests, leading to problems of cooperation among association members due to the unequal ownership of livestock due to a number of factors, including the stage reached by a household in its development cycle.

Another common context to the three projects has been the nationwide political instability, going back to the early 1970's. Basotho have been highly politicized for decades, even in the most remote mountain areas. Many individuals and groups are not yet willing to work with members of other political parties. Nationwide political animosities have had a negative impact on cooperation at the RMA/GA level. In addition, politicians at the national level have tended to take stances that make them popular in the short-term, rather than taking "hard" decisions that may cost them votes. District and local government institutions with low administrative capacity have inhibited the attainment of the goals of most development projects.

Stock theft is commonly practiced throughout Lesotho, including all of the RMAs. Boys who are adept at stock theft are considered to be heroes by some people. RMAs 1, 2 and 5 (legacies of former projects) are situated along the southeastern border with South Africa and are particularly affected by stock theft. In all RMAs, members accuse one or the other of the following categories of people of being the biggest culprits in stock theft: management committees, executive committees, some chiefs, law enforcement agencies, ordinary members and non RMA residents.

Another factor in common between the three projects is that the legal authority of GAs to administer their respective RMAs has not been clearly spelled out since their inception. LCRD, LAPIS and CNRM have all had to contend with problems arising from the lack of clarity on the issue of the legal rights of non-users of range lands within the RMAs and the legal rights of people whose livestock have been free to graze within the areas now demarcated as RMAs.

In several other respects, CNRM has experienced a very different context from its forerunner projects. Recent changes in the system of migrant labor have encouraged people to invest in range livestock production. Two factors might possibly have left a greater percentage of households in the rural areas dependent on a relatively non commercialized livestock husbandry: the laying off (retrenchment) of many Basotho mine workers and the slow pace of hiring new recruits (novices) from Lesotho relative to the high number of young men entering the labor force.

The LHDA has reached a stage where it is beginning to have significant impacts on social, economic and political life in Lesotho. Conversely, the wise management of the soil and water

resources throughout the mountain zone is of increasing importance to the success of the LHDA, as well as to the entire country and region. The stakes are much higher now that huge investments have been made and there will be greater pressure on mountain stock holders in particular to adopt more sustainable practices.

After over two decades of one-party and military rule in Lesotho, the transition was made to a democratic system in 1993. National elections led to high expectations on the part of the electorate. Many people who had previously been reticent or even afraid to express their reservations and misgivings about development projects have felt freer to do so since the elections. At the same time, democracy might have created a better context for a bottom up, people driven approach to development. Furthermore, elected members of parliament are now answerable to their respective constituencies, as well as in a position to play positive or negative roles in the future of RMA/GAs.

The National Grazing Fee (NGF), initially a widely unpopular policy, was introduced in 1992 and canceled the following year. Funding from the NGF was to have helped finance GA activities as part of the overall RMA/GA model. Consequently the LAPSP program, which had supported the development of government policies and which had included the NGF as a conditionality, was allowed to terminate at the end of the PACD for its second phase. (Several CNRM and DLS/RMD activities were linked to the LAPSP project and the failure to implement its third phase negatively impacted on these activities.) Additionally, a series of military actions, police strikes and a constitutional crisis affected Lesotho throughout most of 1994, creating serious political and security problems.

The transition to a democratic system in the Republic of South Africa (1994) has led to the possibility of regional cooperation between Lesotho and the Republic of South Africa (RSA) on the issues of range, wildlife, natural resources management and tourism, as evidenced by the proposed Drakensberg Maluti Program. But conflicts resulting from cross border stock thefts and smuggling seem likely to increase before the situation improves. The change towards a multi racial system in South Africa has exacerbated the "brain drain" from Lesotho because of increasing opportunities in South Africa for Basotho professionals who have been trained to work in the MOA and other ministries.

2.3 IMPACTS

The implementation in 1992 and then cancellation in 1993, of the NGF by the newly-elected Government and the subsequent termination of LAPSP after its second phase provided an unfavorable context and significantly affected CNRM's abilities to carry out project activities. Consecutive military, police and constitutional crises in Lesotho had a drastic impact on the functioning of CNRM between January and June of 1994. The stop work order resulting from the suspension of the USAID bilateral assistance to Lesotho, due to the constitutional crisis and a palace coup, shut down project operations for approximately six weeks in August-September, 1994. Many of these problems hit the project at critical points during implementation, delaying

some activities and canceling others. RMD staff also were seriously impacted, especially by the end of LAPSP support for key personnel. CNRM weathered these turbulent times admirably.

The methodologies (such as RMA selection criteria, monitoring methods, etc) used by LCRD and LAPIS and the large amount of financial and infrastructural support provided by these projects impacted negatively on the CNRM. The failure of the former projects to establish good baseline data in some of the RMAs prevented complete and accurate analysis of RMA/GA effects over time. The fact that the CNRM project did not have a budget to continue high levels of financial and infrastructural support to the GAs and RMA advisors led to some ill feelings until the GAs and their advisors understood the constraints faced by the project.

3 PROJECT INPUTS

3 PROJECT INPUTS**3.1 LONG-TERM TECHNICAL ASSISTANCE**

The original project paper called for 57 person years of LTТА over the 10-year life of the project. This involved six LTТА positions:

Number	Position	Person Years
1	Team Leader; Rural Development & Project Manager	10
3	Community Organization Specialists	28
1	Range Management/Livestock Specialist	9
1	Agricultural Extensionist	10
Total		57

These 57 person months of LTТА were divided almost equally between the first and second five-year phases of the project. For the first two years of the project the technical assistance team conformed to the above configuration. However, in August 1994, with the decision to close the bilateral mission and truncate the project by the end of September 1995, the team was significantly reconfigured in an attempt to accomplish more of the project's outputs in the remaining year. Amendment 10 to the implementation contract with ARD reflects this reconfiguration by readjusting the LOE to what by then had become a three and a half year project. This reconfiguration is reflected below:

Number	Position	Person Months
1	Rural Development/Project Management Specialist (COP)	40
2	On site Community Organization Specialists (positions dropped in year 3)	50
1	Range Management/Livestock Specialist (title changed to Range Management/Project Monitoring Specialist in year 3)	38
1	Agricultural Extension Specialist	38
1	Organization Maintenance/Financial Management Specialist (title changed to Organization and Business Specialist)	39

Number	Position	Person Months
1	Training Coordinator	15
1	Community Organization Specialist	10
2	Community Mobilization Specialists	24

This reconfiguration resulted in an eight person LTТА team during the last year of the project and a reassignment of position titles and terms of reference for four of the original positions mentioned in the project paper.

3.2 U.S. PEACE CORPS

In addition to the CNRM LTТА team, the project also benefitted by the assignment of U.S. Peace Corps Volunteers (PCVs) to several of the RMA/GAs throughout the life of the project. The involvement of PCVs was built into the project Paper. CNRM benefitted from the assignment of PCVs to several of the RMA/GAs throughout the life of the project. The PCVs were invited by the PS (MOA) at the national level to work in a number of project activities. The project paper estimated that five to seven volunteers would be working with the project at any one time in the areas of community organization, non formal education, business and management and water resources development (horizontal well drilling).

In actuality, the number of volunteers assigned to the project was less than anticipated while the skill areas remained similar. All in all, over the life of the project 10 volunteers worked in the areas of rural development, community extension/training, business management and water resources development. By the third year of the project, this last activity and the volunteer assigned to it, was transferred from the CNRM project to the Ministry of Agriculture (MOA). With the truncation of the CNRM project and the logistical support that it provided to the PCVs, no additional volunteers will be placed with the DLS.

3.3 SHORT-TERM TECHNICAL ASSISTANCE

The project paper estimated that 30 person months of short-term technical assistance would be required over the life of the project in the areas of policy analysis, impact assessment, examination of technical production constraints, natural resource management and training needs assessment. Between August 1992 and March 1995, as the STTA requirements were better identified, 15.75 person months of STTA were utilized to support project activities in a wider range of topics than originally planned, including Participatory Rural Appraisal, GIS/GPS, training needs assessment, monitoring and evaluation, livestock productivity, legal assistance, livestock breeding and others. (See Appendix 4 for a detailed listing of subject areas, dates, names of the consultants and the target beneficiaries of the STTA.)

3.4 TRAINING

3.4.1 Long-Term Training

The project paper proposed a limited amount of long-term degree training under the CNRM project since five members of the DLS had already received degree training under previous USAID supported projects. The areas of quantitative analysis and community organization were to be particularly highlighted under this component along with other areas directed at maintaining the existing levels of technical knowledge within the DLS over the 10-year life of the project. Between the second and sixth years of the project, \$447,810 was allocated for six people to be trained at the degree level; one M.A. in rural sociology or a related social science, two M.Sc. degrees in range management and three at the B.S.c. level of which two would be in the area of geographic information systems and one in the area of rural sociology.

This project component, however, was never implemented and the money provided for it in the budget was transferred to the short-term training category. Initially, the DLS was not able to identify candidates who could qualify under USAID requirements and be accepted into U.S. universities. With the impending withdrawal of the USAID Mission from Lesotho, AID/W subsequently ordered all long-term degree training to be canceled.

3.4.2 Short-Term Training

Strong emphasis was placed on the short-term training component of the project in the project paper, some of which took place at the Range Management Education Center (RMEC) in Sehlabathebe. All in all, seven training modules were proposed, including: GA management, range and livestock management, animal health, livestock marketing and fodder development, plus specially targeted training programs for women and herdboys in livestock husbandry and management. Almost 4,000 trainees were programmed to receive training in these seven modules over the 10-year life of the project.

Additional short-term training at regional centers in Africa was to have been provided at institutions such as the Mananga Agricultural Management Center in Swaziland and the International Livestock Center for Africa in Ethiopia.

The major objective of CNRM short-term training was to strengthen the capabilities of DLS headquarters and district staff, RMA advisors and GA management and members to meet the demands of the RMA program. Training needs were periodically assessed through needs assessments and PRA exercises for all prospective trainees. The CNRM also set itself the task of creating extension and training packages (eg an animal health manual in Sesotho) for use in future training programs.

Because of the imminent closure of the project and the necessity to cancel long-term degree training overseas, CNRM and DLS/RMD placed even greater emphasis on institutionalizing the project through a concentrated short-term, in-country and regional training of trainers. It was

believed that trained district agricultural officers and RMA advisors would be in a position to train association members and district-level DLS staff before and after the closure of CNRM. A full time Training Specialist was hired and a training office established at DLS. During PY-3, three different groups were targeted for training: DLS institutional, RMA advisors and other district staff and GA management/members, others.

DLS institutional training included in-house computer training, management, planning and budgeting, human resource management, GIS training (three short courses in Midrand, South Africa), grazing control supervision, as well as indigenous livestock, grasslands, ecological monitoring, agribusiness management, parasitology training for veterinary staff, attendance at a symposium on the science of free ranging ruminants by CAPO and Acting CRMO and holistic resource management training.

RMA advisors and district staff (DRTO/RMOs) were basically involved in training of trainers activities such as the Legal Training Workshop and bookkeeping/leadership training. RMA advisors also attended training exercises on extension methodologies and communications with DRTO/RMOs and section heads and officers. In addition, RMA advisors and DLS staff, all of whom require mobility to perform their jobs, took practical and theoretical driving instruction. plans are underway for mechanical training in April 1995, as well as farm business management training in May-June 1995.

The training of GA members, management and others was usually conducted by RMA advisors and the CNRM technical assistance team. Formal training was also conducted by the CNRM staff, other RMD staff and outside individuals and institutions (both Lesotho and regional). RMA-level training has included RMA/GA development, organizational development, leadership, financial and personnel management, range management, livestock improvement, grazing planning, fodder production, animal health, grazing fee, livestock marketing, VDC roles, leadership, constitution planning, water supply planning, nutrition/foodpreservation, conflict resolution, breeding and procurement, range and livestock management, range rider and herdboy training, as well as field trips to other RMAs (see Appendix 5, Training Office Records). Follow-up training activities were also provided in selected appropriate areas given the time limitations of the truncated project. Additionally, informal training has been undertaken by RMA advisors, LTTA advisors and PCVs.

3.4.3 RMEC

The Range Management Education Center (formerly called the National RMA Training Center) was built in 1992 with funds from monetized food aid under the direction of LAPIS. Fully equipped by LAPIS, the Center was used extensively by CNRM as a short-term training site. The contributions of the CNRM project to RMEC consisted of general supervision, the payment of operating costs for the first three years, assistance in the drawing up of a long-term development and management plan, the funding of financial training for the Manager and arrangements of visits to a number of rural training facilities by the Manager and two Peace Corps Volunteers provided by CNRM to assist in management.

RMEC had difficulties identifying potential training clients other than those supported by CNRM. It also had to bear (because of its isolated location) high transportation, operational and maintenance costs. To achieve the levels of occupancy and usage that would enable RMEC to become a financially viable institution, it would have to host groups of 30 to 40 people several times per year. In order to predict the use of the facility, plans were being made to offer specific courses in particular time slots for various interested groups. During the evaluation, a PCV/CNRM environmental specialist was in the process of developing an environmental curriculum tying in with Lesotho's school syllabi, but at the same time adaptable to any audience. It was hoped that the RMEC could be marketed as a unique setting (with a national park and an RMA) not only for school field trips, but also for government and private institutions.

In August 1994 the Center was formally turned over to the DLS. It is now being managed on a cost sustaining basis by hired local management.

3.5 PROJECT MONITORING AND EVALUATION

The project paper required the development of an intensive monitoring and evaluation program that was to provide information to the GOL, the contractor, USAID and rural Basotho to assist in decision making, evaluating progress and program impact and for planning sustainable natural resources management. A comprehensive list of indicators was to be established in order to evaluate project progress toward achieving sustainable increases in productivity through better management of natural resources.

In April 1993 a Monitoring and Evaluation Plan containing 42 indicators (22 institutional, five socioeconomic, 10 livestock performance and five environment and range land) and based on a 10-year project, was approved by USAID and DLS. The plan included indicators to track community involvement in GA formation; GA range land management capacities; financial benefits to members; member participation in GA activities; the capacity for replication of RMA development; the members' awareness of the long-term importance of sustainable natural resource management; livestock performance; socioeconomic characteristics of the GA; range land condition; institutional and financial sustainability; and the attitudes of RMA inhabitants. Seventeen indicators were to be used as tracking indicators to measure progress against the contractual obligations while 21 were impact indicators used to assess effectiveness (four indicators were used for both purposes). The aim of the M & E plan was to compare factors within, between and outside the RMAs.

On project truncation the M & E plan was reviewed and revised to fit the remaining time frame and the resources and capabilities of the RMD. Current indicators that were measured or recorded were: ecological monitoring (flora and erosion factors); livestock productivity (small stock herd dynamics and production and cattle weights and prices at auction); animal breeding (records of condition scores, calving percentage, calf weight, etc); animal health (diseases present, types of fodder used, kid weights); membership (members, number and types of members' livestock); and financial (GA financial records, sales records and others). Due to project redirection, problems resulting from the termination of LAPSP support to the Data Management

and Inventory Sections of the DLS and RMD resources, not all factors were measured at all GAs and some factors were measured at only one GA (eg comprehensive breeding data are collected only at RMA 3, herd dynamics data were collected only at RMA 1 and RMA sales were not collected at all RMAs). No socioeconomic data were collected and only summaries of financial data came to RMD headquarters. (Appendix 3 provides information as to which indicators are collected at each GA.)

4 PROJECT OUTPUTS

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4.1 ADDITIONAL 180,000 HA IN RMAS

The project paper required the Contractor to establish six new RMAs of which four were to be self-sustaining. This was to lead to an additional 180,000 ha under the RMA program. In the redirection that resulted from the early termination of the project, the hectareage requirement was dropped and the RMAs to be established changed to four, of which two would be self-sustaining.

RMAs 5 and 6 were developed under the criteria (mostly physical and geographical) used by LAPIS. The new criteria for identification and development, based to a large extent on community-driven processes, is being used in the initial stages of RMAs 8 and 9.

RMA 6 was declared by the Principal Chief and, though there were some political problems within the GA, RMA 6 seemed to be on track. However, it was not possible to determine its self sustainability within the tenure of the project. RMAs 8 and 9 were being developed from a base of intense local interest and participation. However, due to the lengthy process for establishment and legal declaration, neither of these would reach a point where any judgment on sustainability could be reached before the project was terminated. RMA 5 had serious problems since its inception. It was not self-sustaining and it was not likely to be so within the life of the project. Until the community expressed a desire to proceed, the RMD would find work in this RMA extremely difficult.

Hence, due to problems beyond its control, the project could not meet the output of increased, self-sustaining GAs, though progress was being made at RMAs 6, 8 and 9.

4.2 CARRYING CAPACITY OF THE RMAS INCREASED

The project paper required that the carrying capacities of the RMAs be increased, though no figure was attached to the statement. In the redirection this was not changed or modified.

Because no adequate baseline studies had been conducted prior to the CNRM project, the only means of determining whether carrying capacity had been increased would be to make comparisons to baseline data established by the project since 1992. Though some transect data were gathered during this period, transects in the new RMAs were only recently established. It is unrealistic to expect that changes in carrying capacity could have occurred since transect establishment. In addition, transect data from older RMAs was suspect, the methodology was flawed (eg reliance of aerial cover comparisons, sampling at different phenological states in different years, etc) and some of the data were lost.

The project could not prove whether or not carrying capacity had been increased. However, it did establish baseline transects, from which future sampling may be able to shed some light on the issue, though carrying capacity determination is fraught with problems in the best of cases. Because of early termination, the project could not have been expected to meet this requirement.

4.3 GOL PERSONNEL SKILLED IN RANGE MANAGEMENT AND GA MAINTENANCE IN RURAL COMMUNITIES

GOL personnel dedicated to the area of range management and GA maintenance in rural areas could be divided into three groups: the RMA advisors, the GA Development Team within the RMD of the DLS and the district range personnel. Several members of these three groups were interviewed and observed by at least one member of the evaluation team. The result forms the basis for our following assessment of this expected project Output.

The RMA advisors at RMAs 1-6 (five men and one woman) all appeared to be well trained and experienced in both the technical and human skills required by the range management and GA maintenance activities in which they were currently engaged. These skills would obviously carry over once the project was withdrawn. The problem, however, was not in the area of skill acquisition, but rather in the area of the MOA's recurrent budget for logistical support and further training, which was provided by the LAPIS project to RMAs 1-4 and by the CNRM project in RMAs 5 and 6 in recent years. CNRM support had included vehicles and vehicle maintenance, lodging and subsistence payments, per diem payments while away from their respective RMAs and several other items that arose from time to time. Additionally, the RMA advisors and district staff had benefitted from extensive short-term training opportunities in subjects as diverse as Participatory Rural Appraisal and the analysis of the viability of genetically improved bull semen. While this was seen by the evaluation team as a positive, constructive activity that was not planned to be sustainable by project implementors, it does beg the question as to the capacity and budget of the DLS to provide short-term training to its staff in the future.

It is one of the support areas out of which future problems may arise. The avoidance of problems depends on MOA/DLS/RMD's ability to argue for increased GOL budgetary support for these activities and/or to convince other donors of the need for support.

The GA development team within the RMD is much more vulnerable to collapse once the project is terminated. At the time of the evaluation, the team was composed of the Senior Range Management Officer, a Range Management Officer, the Community Organization Specialist (COS) from the project and the two Community Mobilization Specialists (CMS), also provided by the project.

The COS and the two CMSs, who were due to vacate their posts in July 1995, would be leaving only two effective persons on the team (the SRMO and an RMO), who would be affected by the same logistical and training constraints mentioned above concerning the RMA advisors. Exacerbating this problem was the fact that even if four replacement technicians were to be recruited immediately (even if they were to be recruited internally from the ranks of present RMA advisors or other DLS staff), there would not be sufficient time to train them adequately before the departure of the COS and the CMSs. It is most likely that the expected project output of having a functional GA Development Team by the end of the project would not be achieved.

4.4 METHODOLOGY FOR ESTABLISHING VIABLE AND SELF SUSTAINING RMAS REFINED and SYSTEMS AND GOL TRAINED STAFF AVAILABLE TO REPLICATE IT

The project paper recommended that CNRM refine the approach used by LCRD and LAPIS for RMA/GA formation. CNRM and RMD did considerably more than simply refine the earlier methodologies for RMA development. They adopted what was ostensibly an entirely different approach. During the first two years of CNRM, extensive discussions and planning sessions centered on the chronic problems of past and present RMAs, such as dependence on a "project" or on the Government and the resulting lack of a sense of ownership, internal and external conflicts that weakened the GAs and inadequate social acceptability and sustainability. These serious problems seemed to stem from the way in which the RMA/GAs had been set up. A new, clearly-defined model was called for, which started from entirely new assumptions.

The old methodology had entailed Government officials selecting an RMA according to watershed features, followed by intensive efforts to interest a community, ie preliminary work and developing commitment, in setting up an RMA and forming a GA. The new methodology, on the other hand, started with a GA, the members of which should have already begun to organize themselves and perhaps to make some investments. Outside assistance would be called in, where needed, to assist associations with advice, training, constitution drafting, grazing management plans, financial management, etc. In addition, the new approach to RMA program development included field work and training in the following areas: financial viability, organizational sustainability, community-managed natural resource management and participatory extension strategies.

The GA Development Team, mentioned in 4.3 above, was set up to be the key implementor of the new methodology. Although the team was destined to be cut down to two members on termination of CNRM, it had made overtures and links with DAOs, DRMOs and DRTOs, who had undergone CNRM training and had been encouraged to participate in the field visits to potential sites with the purpose of verifying communities' genuine interest in starting up RMA/GAs, investigate potential, explain and inform. However, no district-level staff members were identified to work with the RMO on a more permanent basis. PRA methodologies were introduced as a new extension tool at several levels of the RMD. These methodologies were, at least in theory, essential to the GA Development Team's work.

The GA Development Team organized a one-day, national-level GA development workshop in November 1994. All relevant headquarters and district staff (DFS, DLS, RMA advisors, DRTOs, DRMOs and DLS headquarters personnel) attended the workshop, at which the work of the Team and plans for the year were introduced; nine criteria for the short listing of new RMAs were finalized; and it was agreed to shortlist areas showing interest in forming RMAs. First priority was to be given to "specific and active" community interest, commitment, initiative. Also, political legal factors and geographic factors such as the existence of a total grazing system and RMA size were also to be considered (Appendix 9). Communities that did not wish to form grazing associations would not be pushed into doing so. The team refined and translated request

forms for use by communities seeking assistance from the RMD. A similar GA development workshop was held at Mphahle's Hoek, along the same lines as the national level workshop, only at district level.

During the evaluation it was too early to assess whether or not the new approach would succeed "in establishing viable and self-sustaining RMAs." However, it was clear that the new methodology had been thoughtfully and conscientiously devised in a collaborative manner with the RMD.

4.4 REDIRECTION OUTPUTS

With the decision by AID/W to close the bilateral Mission to Lesotho by mid-1995, the Mission with CNRM staff input, prepared a redirection document (later to become Amendment 10 to the ARD contract). This document not only changed the LOE of the project by adding two additional positions and changing the scopes of work of four others, but it also changed the expected project outputs to better reflect what could be accomplished over the remaining 15-18 months of the project. These new outputs included the following:

- 1) CNRM and GOL agencies with which the project collaborates have developed procedures to effectively involve livestock owning communities in the formation of four new grazing associations that are managing RMAs, at least two of which are self-sustaining;
- 2) Participating stock owners are financially better off through membership of the GA and demonstrate their commitment to the RMA concept by assuming increased responsibility for recurrent costs;
- 3) Increasing numbers of livestock owners are participating in RMA/GAs;
- 4) The capability for replicating RMA development will have been fully institutionalized within various Government agencies and non-governmental organizations; and,
- 5) There is increasing awareness among project beneficiaries of the long-term importance of managing natural resources at sustainable levels.

5 PROGRESS TOWARDS ACHIEVING THE PROJECT PURPOSE

5 PROGRESS TOWARDS ACHIEVING THE PROJECT PURPOSE

The project purpose of the 10-year CNRM project as stated in the original Logframe to the project paper was, "To establish effective community grazing associations to manage range lands at sustainable carrying capacity for livestock." The assumptions related to the project purpose were: 1) adequate rainfall; 2) resolution of transhumance usage by outsiders; 3) the market for wool and mohair does not disintegrate; and, 4) a relatively equitable land use and grazing adjudication and fee setting process would be in place. The indicators to measure the achievement of the project purpose were, "GAs operating six new RMAs of which four are self-sustaining," with self-sustaining being measured by: "1) fees being paid; and, 2) accountability, communications and problem-solving skills available in the GAs."

As a general statement, it is the opinion of the evaluation team that the project purpose was only slightly achieved over its short, three-year life and not achieved at all if we use the measurable indicators listed in the Logframe. Furthermore, this apparent judgment against the project is not due to shortcomings of the CNRM implementation team, nor of the DLS within the MOA. Rather, it was due to a series of external factors, described in Section 2 of this document, combined with an overly optimistic project design, including the assumptions upon which the project purpose was based.

First and foremost of these external factors was the truncation of the 10-year project to three and a half years. This alone reduced the number of new RMA/GAs to be created from six to four (Amendment 10) and put the entire issue of sustainability in doubt. With sustainability of farmer and livestock owner organizations worldwide being a long-term proposition, three and a half years was simply not long enough to expect the creation of stand-alone, self-sufficient organizations.

Moving to the assumptions, the droughts of 1990 and 1991 were among the worst in living memory with many of its effects lasting into 1992 and 1993. The 1994-95 agricultural season also experienced drought conditions with the rains that normally begin in October not beginning until January. The issue of transhumance usage of RMA range lands by outsiders has not been resolved and the underlying legality of the RMA/GAs is being severely threatened by a wave of legal challenges in RMA 1. Furthermore, the world market prices for wool and mohair have declined (Interviews with EU staff) and the EU's Stabilization of Export Earnings Program (STABEX) has not filtered down to the actual producers. Additionally, while the GOL's land use adjudication program has progressed in many areas, it is barely keeping pace with the identification of future RMAs. Lastly, the National Grazing Fee, which was to have been a critical part of the financial sustainability of the GAs, was canceled by the Minister of Agriculture in 1993.

6 RELEVANCE AND APPROPRIATENESS OF PROJECT DESIGN

6 RELEVANCE AND APPROPRIATENESS OF PROJECT DESIGN

The fundamental premises upon which the CNRM project is based - its goal, sub-goal and purpose - are extremely relevant and appropriate for the highlands of Lesotho. This is just as true today as it was in the late 1970's when the original RMA/GA concept was adopted by the MOA. The problems of natural resource degradation, over-stocking, deteriorated breeding stock and other factors affecting the sector must be addressed by both the GOL and the donor community, given the dependence of the country on its mountainous grazing lands as a source of export earnings, employment, rural incomes and social cohesion.

Nevertheless, the expected outputs of the original project design, as well as those of the reoriented project (Amendment 10) are seen by the evaluation team as having been overly ambitious, even if the project had been allowed to continue its 10-year course. Additionally, many of the assumptions that correspond to the achievement of the stated outputs are overly exaggerated, while some are totally erroneous. This becomes evident through a careful reading of the various analyses that support the project description. Curiously enough, while the technical, economic, financial and administrative/institutional analyses are fraught with exaggerated and erroneous assumptions, the social soundness analysis cautions against many of these assumptions and remains as valid today as when the project paper was written four years ago. Indeed, it appears as though the Social Soundness Analysis was written in total isolation to the other analyses and was never incorporated into the rest of the project design.

For example, the technical analysis states that the GAs are provided adequate legal protection through the powers of a chief that allow him or her to allocate the use of land and improve range land and livestock production through the application of advanced management practices. Yet the legal authority of the chiefs has eroded significantly over the past decades and the legality of the GAs is currently being severely challenged.

The movement of livestock between summer and winter pastures is referred to as transhumance. It is one of the many causes of natural resource degradation and according to the technical analysis was supposed to be terminated by the GOL - but which simply never happened. Indeed, the evaluation team could not find any evidence that this type of action ever reached the policy level of the GOL although it is part of the DLS's policy once an area has been declared an RMA by a Principal Chief.

Likewise, this analysis also states that through the LCRD and LAPIS projects a step-by-step process had been developed to instill institutional attributes such as clearly understood goals and objectives, good leadership and enthusiastic member participation in the management of the GAs. This simply is not the case now and the evaluation team does not believe it to have been the case four years ago.

Lastly, concerning the technical analysis and the administrative/institutional analysis as well, statements are made in several places that the RMD contains adequate personnel to provide the necessary services to the RMA/GAs, "...not only throughout the life of the project, but also for

the continuation of RMA development past the project completion date." This is patently not the case now and apparently was also not the case during project design.

Turning to the economic and financial analyses, on the surface these exercises appear to have been performed with the highest and most sophisticated academic rigor. Nevertheless, when one looks back at the underlying assumptions on which the various indicators and forecasts are based, it is easy to see how the overly optimistic indicators were reached, ie, internal rate of return, net present value, cost of establishing an RMA and sensitivity analysis. One particularly damning statement in the financial analysis states that, "the financial analysis indicates that there is sufficient financial incentive for farmers to participate in a GA and an RMA." It is obvious that the social and cultural elements of people living in rural Lesotho were not taken into account.

In comparison, the social soundness analysis cautions that, "The existing GAs have had problems dealing with members and outsiders not following the rules and regulations of the GAs." Further along, it states that, "Communications between all people involved in the GAs (and outsiders) need improvement in order to facilitate the operations of the GA and to increase the interest and participation of the people." In the field trips conducted by the evaluation team to RMAs 1-6, the problem most commonly mentioned by intended beneficiaries was a lack of information as to what the RMAs and the GAs were set up to accomplish. Related to this, the second problem most commonly mentioned was that the members of the management and executive committees rarely report information back to their constituents and when they do it is only to a few selected people.

In summary, while the overall goal and purpose of the project was and remains relevant and appropriate, the technical, financial, economic and administrative/institutional analyses used to justify the project were inappropriate and in some cases erroneous.

7 MAJOR FINDINGS AND CONCLUSIONS

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7.1 PROJECT IMPLEMENTATION

7.1.1 Implementation Environment

7.1.1.1 National Grazing Fee and the VDCs

Findings:

The LAPSP worked to develop and promote the NGF, which was to be administered through the Village Development Councils (VDCs). The fee was to be used for development projects, including support for GAs at both village and district levels. The NGF met with serious opposition. Barely 15 percent of the 1,292 VDCs had collected any fees one year after the introduction of the charge. The VDCs never developed into strong organizations. The project, because it was identified with the NGF by people who opposed the fee, was negatively affected. With the change of Government in Lesotho following democratic elections, the Minister of Agriculture scrapped the NGF. As a result, this being a condition precedent to the LAPSP, the project did not proceed to its third phase. The CNRM had been designed with the assumption that the NGF and VDC system would be in place and that the GAs would receive financial support through the system. At the time of writing, Government appeared to be reconsidering the NGF concept and there was some support among the people for the fee.

Conclusions:

Most VDCs were no longer functional and many people felt that they should not be revitalized. Given their current status, they were not probably an appropriate body through which to work to establish RMA/GAs. With the creation of a new Ministry of Local Government, new forms of local government, there were plans to institute forms of local government other than the VDCs.

Should the NGF be re-instituted in some form, the GAs would stand to benefit if income from the fee were used for RMA/GA development and support.

7.1.1.2 LAPSP Termination

Findings:

When LAPSP terminated after phase two, the DLS staff who were supported by the program (primarily in the Data Management and Inventory Sections) were laid off, leaving these sections decimated. The EU and the LHDA provided support to rebuild the sections but this took more than a year to come on stream. The range land adjudication program was similarly affected. Since the termination of LAPSP, CNRM assisted the GOL in national policy formation through sponsoring workshops for Government and other officials.

Conclusions:

The CNRM was greatly affected by the loss of DLS staff who had been provided by LAPSP. The monitoring and evaluation program suffered the most. Training opportunities that might have resulted in increased statistical capabilities could not take place during the period of low staffing. Pressures on the remaining staff were increased and the CNRM staff had to handle most of the M & E itself. The Data Management and Inventory Sections were restaffed, but the loss of one year seriously affected the capabilities of the Sections, which still need further training and experience in computer software and statistical methods.

The workshops held for Government and other officials appeared to have been very valuable though the process was interrupted by political strife. Nonetheless, the outlook for progress on livestock and range land policy was good.

7.1.1.3 External Factors

Findings:

An unexpected effect of the project was the problem of legal action against the impoundments and grazing controls in RMA 1. The issue revolved around the authority of GAs to enforce grazing controls, a power previously reserved for chiefs. The project hired legal council to investigate and make recommendations on how to protect the GAs.

Political fallout from the NGF affected the RMA program, which was linked, initially, to the NGF by some. The fact that GAs were created by former governments created some political problems at the GA management level as well.

Land use adjudication, initially supported by LAPSP and later taken up by the EU, was proceeding through the work of the Inventory and Data Management Sections of the DLS. Meanwhile, the process of identifying and demarcating RMAs got underway.

Conclusions:

There were many external factors beyond the control of the CNRM staff or the Mission negatively affecting the achievement of project objectives as well as those of the RMA/GA program. It is clear from the legal consultancy that the threats against the GA system were serious. Project implementation was affected by the need to act in defence of the GA system on the legal issues. The legal basis of GAs and the implications for land tenure should have been investigated when the first GA was formed under the LCRD program. Had that been done, the entire GA program might have been put on a much firmer footing and enforcement practices might have worked better.

Political problems at the older GAs and at RMA 6 resulted in the project and the RMD expending a great deal of effort simply trying to hold the GAs together. Since the change of Government, most GAs should have held elections, which might have helped to solve some of the issues. The project and the RMD made progress at RMA 6, but it seemed that RMA 4 and RMA 5 were not likely to survive their political problems.

Land use adjudication and the concurrent development of new RMAs may be in conflict since RMA boundaries may not coincide with units to be allocated through the land use adjudication procedure. This could lead to conflicts and confusion in the future.

7.1.2 Institutional

7.1.2.1 Performance Based Contract

Finding:

The performance based contract mechanism that was originally used to contract for long-term technical assistance led to the contractor attempting to comply with several artificially established "benchmarks" on a time table that was not conducive to sound development practices. Additionally, the project was implemented in a socioeconomic and political environment over which neither the project staff nor the Mission had any control, making these "benchmarks" even more unrealistic. Upon redirection, the Mission changed the contractual mechanism to that of a "Cost plus Fixed Fee" format.

Finding:

The CNRM project and its LTTA team were forced to follow and accept certain legacies from past USAID projects (principally LCRD and LAPIS) which further hindered their attempts at complying with their performance based contract.

Conclusion:

Performance-based contracting is not appropriate for development type projects.

7.1.2.2 Early Termination of CNRM Project

Finding:

The early truncation of the CNRM project, plus the cancellation of all long-term degree training, virtually destroyed all attempts at making any of the project's activities sustainable within the framework of the DLS/RMD structure.

Finding:

The bilateral Mission to Lesotho invested over US\$20.0 million over the past 13 years in attempting to assist the GOL in solving its problems of natural resource degradation and range land management. Much was learned in this period of time as adjustments were made in terms of both methodology and approach. Termination of the CNRM project before the results of its methodology, approach and staff training could be properly tested represents a missed opportunity and the loss of many millions of dollars in "sunk costs" already invested by AID and the GOL. Likewise, the "institutional memory" of the lessons learned from these projects is in danger of being lost.

Conclusion:

The project should not have been terminated at such short notice, but rather should have been allowed to "prove" itself over at least the initial five years of the first phase of the project. Additionally, there is no attempt being made to document the lessons learned from the series of USAID financed projects dealing with range management and livestock control.

7.1.2.3 CNRM Redirection

Finding:

When the CNRM project staff was informed of the early termination of the project, it was still working with the RMA/GAs (1-6) that had been selected under the criteria developed under the LCRD and LAPIS projects. In essence, the selection methodology and criteria that were proposed in the CNRM project paper and embraced in the contractor's proposal to implement the project were only being employed in the waning months of the project. The usefulness of the new methodology and selection criteria will hopefully be tested by the DLS with the support of other donors.

Finding:

The truncation of the project caused a reordering of priorities, the hiring of additional staff, the on speed up of some components and the cancellation of others. The all important issue of sustainability was addressed rather late in the day. Much of the 303.31 person months of training provided since the project's start-up occurred in the last 15 months. While this level of training activity was requested by the DLS and was never intended to be sustained after the termination of the CNRM project, it was doubtful that the DLS (which had recently suffered an additional 20 percent budget cut) would be able to carry on even a small portion of the training activities provided under CNRM. Additionally, several of the recipients of this training admitted that while the training had been useful, the relatively vast amount of it was too much to absorb in such a short period of time.

Conclusion:

The redirection of the project did not allow for the sustainability of its expected outputs, the fruition of the new methodology and approaches, or the absorptive capacity of its intended beneficiaries.

7.1.2.4 CNRM Organizational Interface

Finding:

The DLS/RMD staff and that of the CNRM were not sufficiently integrated even after the redirection process took place. The lack of counterparts for the expatriate staff was a crucial project design flaw which was alleviated to a great extent only after the redirection had taken place.

Finding:

Although the use of PCVs was part of the project plan and their participation was requested by the PS (MOA), in several cases the request was not made at community level, leading to initial confusion on the part of the PCVs, the advisors and the communities to which they were assigned.

Finding:

The LHDA and the EU were both involved in supporting the RMA/GA concept through financial support to the DLS and as such were involved in many of the same activities as the CNRM project. Initially, the Mission proposed regular meetings between the DLS, USAID, the CNRM staff and representatives from the EU and the LHDA. This ad hoc organization referred to as the CNRM Review Committee (CRC) functioned for the first year of the project but met very infrequently over the last two years of CNRM.

Conclusion:

Donors and development organizations working on similar issues should coordinate and plan more of their activities jointly, preferably under the auspices of the host government.

7.1.3 CNRM Technical Assistance and Management

Finding:

The CNRM technical assistance team members technically qualified and sufficiently motivated to carry out their respective scopes of work. It also appeared that those with ability in the Sesotho language were able to achieve a greater level of cultural integration and were therefore probably more productive in their jobs.

Finding:

CNRM project management appeared to be well qualified, highly motivated and professional in the fulfillment of their duties. The mere fact that project management was initially willing to work under a performance based contract and then completely reorganize and redirect the project after being informed of the truncation is a major achievement in itself. Contractor backstopping from its home office also appears to have been quite good in the opinion of those interviewed.

Conclusion:

The CNRM Technical Assistance Team, as well as project management, in the main were deemed to be competent, proficient and well suited for the tasks required.

7.1.4 Participatory Rural Appraisal

Finding:

Several short-term consultants were hired by CNRM to introduce PRA methodologies to project and DLS/RMD staff. Local and regional training workshops were also attended. PRA entails the use of a combination of methods to involve beneficiaries and/or participants in every stage

of collecting opinions, views and, information and it should be, at least in theory, highly motivational. (See Appendix 10.)

Attempts were made to incorporate PRA into several aspects of the CNRM project, including exercises to find out the training needs of DLS/RMD staff, as well as exercises to understand the situation and needs of communities in already established and prospective RMA/GAs. Yet PRA type methods were not being consistently applied by RMA advisors and district field staff and there was a great deal of room for improvement. PRA can be used in the future to ascertain the needs and interests of members and non-members, insiders and outsiders and sources of (and possible solutions) to some of the organizational, management and technical problems in the RMA/GAs. However, PRA should not be confused with the collection of "hard" socioeconomic data.

Conclusions:

PRA methodologies were introduced, though perhaps not thoroughly employed. Training in these methods needed to be followed up. Information gathered using PRA exercises should have been complemented by the collection of relatively "hard" socioeconomic data.

7.2 SUSTAINABILITY

7.2.1 GOL Policy and Budgetary Support to the DLS/RMD

Finding:

GOL policy support for the RMA/GA concept rose and fell with the political winds which swept Lesotho over the past decade. Critically linked to the GOL's support for the RMA/GA concept were other hotly debated topics such as a national grazing fee, prohibition of transhumance of livestock, the power of chiefs relative to the Village Development Councils and even the legality of the GAs themselves.

Current GOL policy regarding range management was first articulated in April 1993, as part of the new Government's platform. At the time of writing, that policy was in the process of being revised and there were plans to present it to Cabinet in the near future. Nevertheless, it was clear from the evaluation team's interviews that many of the GOL's policies dealing with range management and related topics were relatively unknown to the public at large.

Finding:

Lesotho has had many demands on its scarce resources. Added to this have been conditionalities placed on the GOL's budgetary allocations by the World Bank and the International Monetary Fund as part of their structural adjustment policies. In the context of the CNRM project, this could best be seen in the relatively low salaries paid to the DLS/RMD staff and in the logistical support and incentives provided which were minimal at best, particularly considering the "bright lights" of South Africa just over the border.

Conclusion:

The GOL needs to revise and approve its policies regarding natural resource conservation, particularly as they relate to range land management and clearly articulate its policies to the people upon whom it will impact. If these issues are not addressed shortly, the possibility exists that the future of the RMA/GA program will be in doubt.

Additionally, given the relative importance of natural resource management, particularly in the areas of soil conservation and range land management, the GOL needs to increase the priority of the DLS/RMD in its budgetary allocation process to enable it to attract and retain qualified personnel and to provide them with the necessary logistical support and incentives to accomplish the necessary tasks at hand.

7.2.2 MOA Institutional Capacity: Present and Future

7.2.2.1 District Level

Finding:

The districts suffered from staff shortages and a lack of resources such as equipment and vehicles. Staff had low salaries and desired more training opportunities. They had not taken as active a role in RMA/GA development or support as they possibly should have taken. Some district officers knew little of the project or the RMA/GA program. Many people interviewed in the field had not seen any district staff for months and few reported that they had received any assistance from the district level. CNRM provided training for some district officials, the first training some of them had in as many as 15 years.

Conclusion:

At the time of writing, the districts could have provided a great deal more support for the RMA/GA system. However, in the developing RMAs 8 and 9, the District Range Technical Officers were being brought into the process by the communities and CNRM. District officials needed more training, resource support, incentives and encouragement. The RMA/GA program would have benefitted greatly from a strengthened district structure.

7.2.2.2 Division of Livestock Services - Central

Findings:

The RMD was severely hampered during the tenure of the CNRM project, especially with the loss of staff after the termination of LAPSP. Some key positions in the RMD also remained unfilled. The RMD lacked personnel qualified in statistics and in rural sociology. The GA Development Team, with the termination of CNRM, would consist of two individuals, although some in-house staff could be reassigned to the team. As with the district level, salaries were low, staff turnover was high, resources inadequate and incentives lacking. The division had to compete with the LHDA and South Africa for qualified staff.

The Range Development Section of the RMD, which handled reseeding, bush control, water development and fodder production, was not active in the RMAs. The Field Operations Section, headed by the CRMO, was responsible for the supervision of all activities in the RMAs. The Section suffered from not having sufficient high-level technical and professional posts. The RMD had, however, identified an in-house staff member to take over the role of Training Coordinator.

The Data Management and Inventory Sections were hit hardest by the termination of LAPSP, losing two thirds of their staff until the EU and LHDA provided funding. LHDA also assisted by funding staff at the RMA/GA level.

CNRM provided an impressive amount of training for RMD personnel in a variety of subjects. It was clear that this training had increased morale as well as competency.

The concept of counterparts, which was an integral part of both LCRD and LAPIS, came late in the CNRM process. This was due partially to a project design flaw; counterpart staff were to be added to the project after long-term training, which was not scheduled to begin until the second year of CNRM. Although counterparts were identified for most of the CNRM technical assistance team, the Organization and Business Specialist (OBS) remained without one. Where LCRD and LAPIS had focussed mainly on the capacities of the MOA, CNRM at first focussed on the GAs, at least until the redirection, when emphasis was shifted to the intensive training of RMD staff.

CNRM continued some financial support to the RMA program through the payment of per diems for advisors in RMA 5 and 6, payment of rent for the RMA advisor at RMA 6 and the possible funding of limited infrastructure at RMA 6, pending USAID approval.

Conclusions:

Staff benefitted greatly from the training provided by the project, although further training, particularly in statistics, user knowledge of GIS capabilities, community organization skills and conflict resolution, was still needed. Lack of long-term training, not a possibility in the truncated project, crippled the division. Vacant staff positions needed to be filled as soon as possible in order to ease pressure on some officers and to increase morale. Uncompetitive salaries had led to a high turnover of staff and the lack of ability to attract highly skilled personnel. The GA Development Section needed increased support in both resources and personnel, particularly for items previously financed through CNRM.

Though CNRM would turn vehicles and other equipment over to the GOL upon termination, the RMD would need additional resources in order to carry on with the development of the RMA/GAs.

Without increased support from government or other sources, the RMD would have great difficulty maintaining its support for existing RMA/GAs, not to mention extending the program to additional RMA/GAs. The use of district officers to assist the RMD would enhance the chances of program success. This idea was being implemented in the development of RMAs 8

and 9, where DRTOs, District Livestock Officers (DLOs) and extension officers were being brought into the process.

7.2.3 Grazing Associations

7.2.3.1 Legal and Political Issues

Findings:

RMA 1 was facing several lawsuits against its GA and the range riders who impounded animals. The authority to enforce grazing restrictions was at issue. Several cases had been lost at the local level, but the GA had won in higher courts on appeal. The CNRM project engaged legal council to investigate the problem and propose alternative courses of action.

Politics and politically based issues continued to threaten the sustainability of RMAs 4, 5 and 6. The GA program had been linked to the NGF in the minds of some. For others, the fact that the GAs had been developed under previous governments stirred up opposition to the concept. Political control of GA management, the politicization of impoundment rules and related issues plagued the GAs.

Conclusions:

The legal issues involved in controlling grazing through authorities other than the chiefs must be resolved by the GOL if the RMA/GA concept is to survive. Legal challenges will become too financially burdensome for GAs to handle, even if they eventually win all of the cases. Members will become increasingly discouraged if every impoundment is challenged.

RMAs 4 and 5 had such serious political problems that neither seemed sustainable. RMA 2 also seemed to be facing similar problems.

7.2.3.2 Organizational and Management Issues

Findings:

Selection criteria for RMAs that were developed under LCRD and LAPIS were mainly physical and geographic, the demand coming not from the RMA residents but from the GOL and the former projects. LCRD defined goals, selected the technical packages and set the management objectives, made boundaries and wrote the constitutions and by-laws. The new criteria for selecting RMAs formulated and implemented by CNRM were based more on the interests and needs of local communities. (See Appendix 9 for a listing of these new criteria.) The old criteria had led to problems of organization and community acceptance.

Organizational and management problems existed at all of the RMAs visited (1-6). Those problems that existed under LCRD and LAPIS continued to plague the GAs under the CNRM project. These problems included: weak leadership, poor management and direction, lack of participation by members in decision making, ineffective grazing management plans, limited revenue sources and low revenue generating skills at the management level, poor communications

at all levels and the inability to deal with residents and outsiders who failed to follow grazing plans.

The RMA advisors and the GA managers were generally liked and appreciated by the GA residents. However, managers working in their own home areas complained that they were not given the same respect by the communities as they would have received had they been "foreigners" (anyone from outside the RMA area). Committee leadership varied across the GAs though most GA residents that were interviewed during this evaluation felt that committee leadership was not good, that committee members benefitted more than ordinary members and that the committees were, in fact, the GA.

Committee members were paid per diems (sitting fees) at some GAs in order to induce attendance at committee meetings. The project used this incentive in areas where interest in running the associations and reporting back to members seemed to have disappeared. This incentive was given on a cost-sharing basis, with most GAs gradually being weaned from reliance on this outside support.

Nearly all GAs had problems collecting membership fees or subscriptions, even from committee members in some cases. Membership levels fluctuated and paid-up memberships varied seasonally. During the evaluation, RMAs 4 and 5 had very few members; RMA 2 membership had decreased from year one; RMA 3 membership had been higher in past years; and RMA 1 was up slightly from year one but had fluctuated since start up. Some of these problems with membership derived from an inconsistent definition of membership, the varying fiscal years of the respective RMAs and the time of year in which membership counts were performed.

GA management was made more difficult in some areas due to strong opposition, sometimes militant as in the case of RMA 5. There was little success in resolving conflicts. Lack of chieftainship support (and occasional opposition) was evident at some of the RMAs. A majority of those interviewed thought that the "project" or the GOL or Americans or the committees constituted the GA.

On the other hand, there were indications that some GAs were developing on their own, or with a minimum of outside advice. GA members in RMA 6, a more community-based GA identified under LAPIS, undertook to build a road to the site of their proposed headquarters without GOL or CNRM financial assistance. The idea of RMAs and GAs seemed to be spreading and some communities in areas adjacent to existing RMAs began expressing an interest in organizing themselves along the lines of their neighbors. Some budding GAs had begun constitutions and by-laws, opened bank accounts and purchased improved bulls all on their own, showing an independence somewhat along the lines of the Wool and Mohair Growers Association (WMGA).

Conclusions:

The selection criteria used by LCRD and LAPIS, since they were not community-based, were responsible in large part for the problems encountered in the organization and management of the RMAs. The methods created a sense of "imposition" among many people rather than a sense of

ownership. Effective leadership and communication never developed and violations of grazing plans (due to a lack of community support and understanding) continued.

CNRM training at the committee level was probably helpful to some of the GAs, but the education of the general communities might have been more effective since a serious lack of understanding of the program and the process still existed.

Given that the problems of the GAs during CNRM's tenure were essentially the same as those identified at the termination of LCRD, it became apparent that no practical means of dealing with these issues had been developed by either LCRD or LAPIS. This was primarily due to the approach used to create the RMAs. Given the persistent problems of the RMAs, CNRM should not have been charged with continuing work in RMAs 1-5. The CNRM project should have had the mandate to work only on the development of new RMAs using lessons learned from RMAs 1-4.

The success of GA development hinges on strengthening community support, local administrative capabilities and support from chiefs and Government officials. Where communities organize themselves, their endeavors should be encouraged and supported on their request.

7.2.3.3 *Financial*

Findings:

GAs relied on the following for financial sustainability: membership fees and subscriptions, impoundment fees, sales of various products and some assistance (in the form of infrastructure) from outside. Collection of membership fees and subscriptions was problematic and in some cases caused memberships to drop in the GAs. Impoundment fees in some cases constituted the greatest percentage of income of the GAs. With outside assistance coming to an end, it was more important than ever for the GAs to attempt to earn income in ways other than impoundment fees. Unfortunately, the sale of products met with mixed success.

Conclusions:

In order to survive financially, the GAs must increase revenue earning sales through the development of income generating activities. If GAs run correctly, impoundment fees ought to drop to a level where little income is earned through them. Membership fees should be restructured to encourage membership, spread the costs over animals rather than members and generate a base income for the essential functions of the GA (such as the employment of a manager).

7.2.3.4 *Membership Concerns*

Findings:

Members were concerned about all of the issues mentioned in 7.2.3.1 and 7.2.3.2 above. Opinions varied greatly among those interviewed, with some saying that the RMA/GAs were of benefit in that the land and livestock improved as a result of the project. Others could cite only

a few benefits or felt there had been none whatsoever. Committee members were more optimistic than regular members. Nearly all members agreed that the expulsion of "outsiders" was a good thing since over-stocking caused problems. Few people mentioned any improvement in the environment beyond increased grass production. In some RMAs there seemed to be a general apathy towards the GA concept. With few exceptions, members desired training, but felt that committee members had been the main beneficiaries of training to-date. Another common perception was that large stock holders generally fared better than small stock holders in the RMA/GAs. Members not owning livestock and poorer members had benefitted the least and many had dropped their memberships.

The most popular and most widely perceived benefit was from the breeding programs. Some members thought that such programs had led to better prices for GA animals, although others disagreed. Many expressed the need to develop marketing services, especially of small stock. Few complained about the membership fee, though many had not paid their fees. Some blamed outsiders for the problems of the GA, but many blamed the chiefs, the committees, or politics. Most people, even those supporting the GA, felt that when the project left the GA would eventually collapse.

Conclusions:

Members seemed to know little about the GA operations, objectives or benefits. There was little sense of ownership. Those who had benefitted from the GA programs generally wanted the GA concept to remain, though they were not confident that it would. Those who had benefitted little or not at all were either apathetic or opposed to the GA. Such problems probably arose from the past approach to GA development, which was widely perceived as an imposition of a system with little community involvement or, conversely, as a "project" that should offer lots of free goods, but which had no such "freebies" on offer under the new approach. Certainly the old method of identifying RMAs should not be used to establish any other RMAs as they will probably not be sustainable. The new approach taken by CNRM may produce different results.

7.2.3.5 Relations With Non-Members

Findings:

In general, non-members, especially those from outside the RMAs, knew little of the GA activities. Among those with some knowledge, a few felt the GA was a good idea while others were very much opposed to it and saw no benefits. Some non-members, even those opposed to the system, utilized certain GA services (breeding and livestock sales). Some perceived the land within the RMAs to be in better condition though most felt there was no difference. Those excluded by the development of the RMA were strongly opposed to the idea, thought their grazing rights had been stolen and were not interested in forming their own GA. These outsiders clearly felt that they had suffered economic losses from their exclusion. Impoundment was opposed, sometimes violently, by non-members who felt that someone was being enriched at their expense. Some non-members insisted that their own grazing systems, which had not been imposed, had worked for many years.

Immigration into RMA 1 seemed to be a problem. Apparently the chief felt that he had the authority to allow anyone to settle within the RMA. If immigrants' animals were also allowed inside the RMAs, stocking intensity would rise. Those within the GAs seemed to be opposed to the idea of immigration if animals were to be brought in. Hence, those from the outside wishing to benefit might be prevented from moving into the RMAs. This may be one of the few ways stock numbers can be held down.

Conclusions:

Those excluded from RMAs when they were formed were economically disadvantaged. RMA development, while perhaps helping some, put others in a situation where over-stocking and misuse of natural resources were almost inevitable. Ill feelings and opposition were guaranteed. The mutual animosities also probably involved those non-members inside the RMA, who might also have felt excluded. Development of RMA/GAs should not proceed without careful consideration of the needs and rights of outsiders, as well as non-members who continue to reside within the RMAs.

7.2.4 Alternative Investments to Livestock

Finding:

The ownership of livestock in Lesotho remained an essential element in society, not only for economic security but for cultural prestige as well. Furthermore, investment in livestock seemed to be one of the few opportunities that actually provided individuals a positive return to investment. Medium term bank deposits offered a return of 11 percent, with inflation estimated at 15 percent, while investments in livestock offered between an 8 and 16 percent return, which is insulated from inflation (Hunter 1990). In the mountain zone, alternative investments to livestock were virtually non existent, with the possible exception of potential tourism activities for a small minority of the population.

Conclusion:

The costs of holding livestock would have to increase significantly compared to other opportunities for investment if destocking were to have a significant impact on herd densities.

7.3 GENDER ISSUES

General Findings:

7.3.1 Historical Perspective

In the traditional division of labor, women in Lesotho have not customarily been associated with range livestock production. Moreover, there has been a taboo against women in conservative areas crossing in front of cattle and entering the *kraals*, or cattle pens. Consequently, RMAs were initially targeted to men.

Under LCRD, the impact of RMA/GA development on women was addressed in a piecemeal fashion. Studies of RMA 1 inconsistently treated the issue of gender. In one study, gender issues were not raised at all, while in others only one or two questions were broken down by gender, eg participation at auctions and the relative contribution of livestock to income in female and male-headed households. In another study, perceptions of GA members were gathered without distinguishing men from women. In a third study of traditional livestock practices, the researcher failed to consider the use of the range by people other than herders. Elsewhere, the role of women was considered: at the planning stage of RMA 3, a recommendation was made that the GA constitution should address the interests of women (as livestock managers, as engaged in related activities and as members of groups that might be able to raise poultry and pigs and that should benefit from being affiliated to the RMA). On the other hand, the final evaluation of LCRD made no mention of women when discussing GA formation and organization, grazing management, or the impact of RMAs on people outside the RMAs.

LAPIS used a sociologist to conduct several baseline socioeconomic studies of RMAs. The first study of "herdsmen's" perceptions of livestock management practices investigated enforcement and communications problems. Although cultural and linguistic differences in RMA 1 and RMA 2 were pointed out as possible reasons for distrust and poor cooperation in the two areas, gender was not considered as a possible factor. Brief mention was made of gender in a number of LAPIS studies, but only the baseline socioeconomic survey for the proposed RMA 6 succeeded in addressing gender issues. In the latter, it was pointed out that the women in RMA 6 were substantially better educated than the men (with implications for management and training) and that there were limitations to the authority and power of female household heads due to their relative youth and their customary exclusion from discussions and training relating to livestock matters.

USAID/Lesotho gender reports presented sex desegregated data on staffing and project supported training (in country, regional and overseas) under the LAPIS project. Female participation in both staffing and training was considerably lower than male participation in range/wildlife/livestock management areas. More females (55 percent) than males (45 percent) were beneficiaries/participants in LAPIS programs; however, it was clear that most of the female beneficiaries and participants fell under the crop production component of LAPIS. One possible constraint pointed out in the 1991 Report was that technical advisors were overwhelmingly men. The Report recommended: the employment of more women technical assistants; more involvement of women in project planning, execution and evaluation; and the nomination of more women for all types of training (including livestock and range management).

The 1991 Report also addressed the low participation of herdboys in formal education, the result of which was the educational disadvantage in comparison to girls. The WID Action Plan USAID/Lesotho (1991) suggested ways to alleviate legal and cultural constraints to the participation of women in agriculture. Deserving further study is the role of women in livestock and range management in the absence of their husbands working elsewhere.

7.3.2 Socioeconomic Studies under CNRM

The CNRM did not employ a sociologist. As a result, there were many gaps in knowledge about the gender impact of the project and the roles of women in it. Gender issues were highlighted in the social soundness analysis and gender analysis attached to the CNRM project paper. Although there was no discrimination against women in the GAs, some of the ideas in the project paper were not pursued. USAID's gender report (1992) correctly pointed out that the focus of most CNRM activities is on range and livestock activities and not on the other agricultural activities in which women usually participate; however, if a sociologist had been employed, a number of issues relevant to the success of the project could have been studied. The REDSO Natural Resources/Policy Advisor concurred with the CNRM's stated emphasis on the management of RMA/GAs by communities and on the importance of capacity building in GAs, but seemed unaware of gender as a possible factor in achieving CNRM objectives.

7.3.3 Membership and Leadership in the GAs

A household, or *lelapa*, had membership in a GA. A woman might attend GA meetings on behalf of the *lelapa* in the absence of her husband. When the husband returned home, the woman normally (though not always) stepped aside and her husband attended the meetings.

On the other hand, women played active roles in the GA organizational structure, particularly at the higher level of committee work. Sex desegregated data on the participation of women on GA executive and management committees estimated that more women were represented on committees than would be expected. They usually served as secretaries, less often as treasurers and most frequently as ordinary members. They seemed to play an important, though low profile, role in decision making.

Some women from households owning no livestock claimed to be members or potential members of GAs because they were interested in earning incomes from GA building and other activities. Their perception of the RMA/GA was far broader than simply livestock/range management.

7.3.4 Technical Factors

The actual participation of women and girls in livestock and range management was minimal, probably due to the long distances to the cattle posts. As a result, more women took part in management and social training activities offered by the project than in technical training. Except for courses on nutrition/food preservation, women participated less than men in all types of training. (See Appendix 5, Short-Term Training Activities.) Since so many husbands were temporary migrants away from home, some women were taking decisions on technical matters and supervising herdboys, albeit from afar. Also, several widows seemed to have inherited and managed to hold onto small and sometimes large, herds. A sign of the changing times was the participation by a number of women at the cattle auction that the evaluation team attended at Sehlabathebe; however, it was not clear whether or not those women were buying or selling cattle on their own or on instructions from their husbands, who might or might not have been

present. Twenty six women in RMAs 1-6 were known to be involved in fodder production. This topic certainly deserves further study.

General Conclusions to 7.3.1-4: The three related projects failed to deal with the issue of women's involvement in livestock and range management effectively and systematically. They failed to deal with the vital issues of men and women as non-members, as outsiders, as chiefs, as committee members, as household and community decision makers and as range managers and supervisors in the RMA/GAs.

7.4 TECHNICAL ASPECTS

7.4.1 Range Land and Livestock Management

Findings:

CNRM sought to address the goal and purpose of the project through the development, within the GAs and the RMD, of programs and skills designed to control grazing, improve livestock productivity and promote natural resource management. Though the project addressed grazing control and grazing systems, no work was done on other range land improvements (such as range seeding, plugging, fertilizing, etc).

Conclusions:

The CNRM project worked primarily on RMAs that had previously been established. Serious problems with grazing controls, impoundments, community perceptions, local politics and other factors had existed prior to the inception of CNRM. Although a more community-based approach was to be initiated under the project, that approach could best be used with the new RMA/GAs that the project was to establish. With the early termination of the project, more community based methods could not be explored to the point of testing long-term viability and sustainability.

Range improvements might best have been kept out of the CNRM program until the major issues of overgrazing and stock control were thoroughly addressed.

7.4.1.1 Grazing Systems

Findings:

Starting with LCRD, then LAPIS and now CNRM, grazing systems were a part of the overall RMA management plans. Grazing systems were controversial throughout the history of the RMAs and adherence to grazing plans was sporadic and variable. CNRM staff assisted in the development of grazing plans for several of the RMAs. The RMD participated in devising such plans and might have developed the capacity to carry on the exercise of designing and modifying plans. Though GA committees were involved in the process, with some recent exceptions there was little involvement by non committee members in the design and modification of the plans. Many members, herders and non-members did not understand the grazing plans and even certain RMD staff felt that some of the plans were too complex.

Trespassing and other violations of the grazing plans were widespread. Impoundments were unpopular, leading to violent confrontations in some RMAs. Grazing control was often managed through decree and force and thus became unsustainable. Legal challenges to the authority of the GAs to regulate grazing might render the concept of grazing control totally unenforceable.

In many areas of Lesotho people have had traditional grazing systems that are rotational in nature (beyond just the summer - winter rotation). CNRM, like its predecessors, chose to design different systems, some of which took traditional systems into account. Despite the perceptions of some to the contrary, there is no scientific evidence that the plans that were devised have led either to range or livestock improvements. All evidence to-date shows little or no change (though no statistical analysis has been done). Indeed, in the overall body of literature in the field, rotational grazing often shows little advantage over continuous grazing.

Regardless of the potential benefits from a rotational system, it was difficult to impossible to enforce on the RMAs - with violations both from within and without the RMAs. Enforcement of grazing plans needed broad support and had to be legally enforceable. Both of these requirements were lacking. Until the legal status of enforcement could be determined, the GAs continued to be in a very vulnerable situation. Any enforcement of grazing systems needed to consider the rights of passage of outsiders needing or wanting to cross RMA lands in order to reach their grazing areas complicating enforcement.

GA members and residents need to understand and support fully the purposes of grazing plans and systems and must be able to see the benefits therefrom. Currently this is not the case in many GAs.

Conclusions:

The project could not be held accountable for most of the problems with the grazing plan or grazing system implementation as the stage had already been set by preceding projects. Nevertheless, approximately three-fourths of the plans included member participation. In addition, the collapse of the GOL's National Grazing Fee program, which might have assisted in inducing grazing control, was beyond the control of the project.

7.4.1.2 Over-stocking

Findings:

Over-stocking is a problem in most of Lesotho. The RMAs initially overcame this problem somewhat by the exclusion of livestock belonging to those living outside the RMA (which simply transferred the problem). Yet numbers appeared to be increasing within some RMAs to the levels reached before RMA declaration and the consequent exclusion of outsiders. Immigrants were entering some RMAs (with the permission of the chiefs) and bringing in additional stock. Neither members nor non-members had any real incentives to limit stock numbers. In fact, there were many incentives to increase stock holdings. There were also great difficulties in establishing the actual numbers of stock in a given area due to several sociocultural and physical factors.

RMA 1 attempted to determine the number of stock within that RMA through a member initiated livestock census.

A project short-term consultant concluded that farmers were not prepared to limit their numbers of livestock to a sustainable stocking rate, while project staff asserted that no GA was managing the range in an ecologically sound manner (not to exceed carrying capacity), this despite years of RMA experience.

The primary strategy to reduce grazing pressures must be changed from coercion and force to marketing and educational practices that promote community-based resource management. Ways must be found to selectively accommodate some, but not all, non-members and immigrants without increasing overall stock numbers or without limiting, beyond sustainability, the minimum herd size of members. Minimum herd size per family for plowing, milk production and sales generally has been thought to be 10 animals in the Southern African Region.

Conclusion:

Exclusion, more so than the grazing plans, was responsible for the reduction of grazing pressure and might have triggered the range improvements sometimes perceived. The project inherited many of its problems from previous projects and Government policy. The more community-based selection process for GAs may show some progress on these problems. Given the sociopolitical environment, there probably was little CNRM could have done in regard to the over-stocking issue in and around the existing RMAs. However, the project could have directed more of its training to management awareness at the farmer level. Senior level Government officials should also be targeted for awareness activities (the project began to do so recently with a series of successful workshops on national policy issues).

7.4.1.3 Stock Improvements

Findings:

The project assisted the GAs and the RMD with livestock improvement programs and training. Livestock breeding programs seemed to be well known and very popular with RMA residents though some of the programs were stagnating: RMA 4 was never active; RMA 3 had the best program although it was not operating on a cost recovery basis; RMAs 1 and 2 were stagnating as members were breeding their own animals; and RMA 5 seemed to be on the verge of collapse, while it was too early to tell what RMA 6 would do.

Livestock sales indicated some price and weight differences between animals inside and outside the RMAs and some members said that they perceived their animals to be better than those outside. Graphical presentations and a trend analysis indicated that prices for RMA oxen might have been outpacing prices for non-RMA animals. (Refer to Appendix 8.)

Small stock sales figures were difficult to obtain since sales were rare. However, one study showed that fleece weights were greater outside than inside one of the RMAs, though no statistical differences were reported.

Conclusions:

CNRM followed previous projects in encouraging training and programs in livestock breeding. This policy helped to create good will within the GAs and its benefits were recognized even by those outside. However, more could have been done to structure the system to require non-members to pay more for their participation (as was recently done in a cattle sale at RMA 1), thereby making the programs more cost effective for the GAs.

Sales data should have been statistically analyzed to determine whether or not livestock within the RMAs drew higher prices per kilogram than those outside.

Breeding programs meant to improve production require years before data can be assessed. Hence, the project's activities in this field could not be evaluated. CNRM did, however, keep good records, which hopefully will be maintained for analysis in the future.

7.4.1.4 Animal Health and Fodder Programs

Findings:

CNRM addressed the issue of animal health primarily through the development of smallscale marketing of veterinary supplies by the GAs. The GOL had other animal health programs (dipping and dosing) in place before CNRM began work. Though fodder programs were begun by LCRD and LAPIS, CNRM did not actively pursue these. RMA 4 had a fodder program that no longer functioned; RMA 1 had a program, with a few individuals still growing fodder; and other RMAs were not active in fodder production. CNRM developed a program for GAs to sell fodder seeds. An inventory of fodder production was carried out, but was never analyzed due to the redirection of the project and the required changes in the M & E component.

Conclusions:

Due to the truncation of the project and the difficulties with perennial fodder in areas where grazing control was weak, the project was wise not to pursue the fodder program beyond the sale of seeds, though an active fodder program for Lesotho should be considered in the future. One can say the same of the project's activities in animal health (sales of veterinary drugs, for example), which were helpful without becoming a burden to RMD or project staff.

7.4.2 Monitoring and Evaluation

General Findings:

Due to project truncation and RMD's lack of resources, several intended indicators were dropped from the M & E plan, including among others: the quality of animal fiber, the monitoring of burning, the abundance of non-forage species study for all RMAs (done in RMA 5 by a PCV, as well as a pictorial field manual for the identification of non-forage plants in RMA 1 by another PCV) and others. It is likely that the herd dynamics study will not be repeated.

There was a lack of statistical analysis throughout the M & E program due to a lack of trained staff in the RMD; the removal of statistical training from the Training plan; the generalized lack

of comparable data, baseline data and "inside versus outside RMA" data from the previous LCRD and LAPIS projects (although some data were being collected at RMAs); the burden of the sampling program; the nearly year long de-staffing that occurred in the Data Management and Inventory units of RMD due to the termination of LAPSP; and other factors.

Conclusions:

The project chose wisely in its efforts to scale down the M & E indicators utilized in order to keep the level of work within the capabilities of the RMD. However, more effort should have been made to: analyze the data sets that existed in an analyzable form; provide some basic training in statistics to RMD staff; redesign some of the monitoring to provide better comparative opportunities; and put emphasis on GA participation in the collection of data.

7.4.2.1 *Physical Environment*

Finding:

A detailed program for monitoring vegetation and soil erosion was developed. The system (a "metric belt transect" method) used by LCRD and LAPIS was changed to a point quadrat technique. The monitoring includes the estimation or calculation of: basal cover, aerial cover, average plant distance from the point, species composition and frequency, the C3:C4 plant ratio, plant age classes, plant "form", erosion score, percentage species composition based on the rooted frequency of perennial plants and range condition and trend. Photographs were taken at set points. In a related monitoring activity, RMA Advisors were to record the incidence of burning.

The monitoring system for the physical environment, stipulated under the Initial Environmental Examination, was too complex and time consuming; utilized problematic variables; failed to use appropriate analytical techniques; and was difficult to interpret. A field session with CNRM and RMD officers revealed that operator error and replicability were serious problems. (A more detailed discussion of M & E methodology can be found in Appendix 2.)

Comparisons with the LAPIS data lacked a common base since no relationship of the belt transect to point methods was established. Thus any comparisons must be regarded as suspect. Lack of an adequate data base for comparison was a serious problem. In one RMA the transect maps were lost; as a consequence these areas could not be re-sampled. No "outside" sites were established by LCRD or LAPIS with which the CNRM could make a temporal comparison. Indeed, it was very difficult to establish a relevant and viable "outside" site at some of the RMAs, though CNRM made a laudable effort in this regard.

Conclusion:

The project has provided good training in vegetation identification and the monitoring manual contained some very useful discussion. However, given its resources and staff training, the RMD could not adequately carry out the process of vegetation monitoring as presently designed, nor could sophisticated statistical analysis be performed.

7.4.2.2 Livestock

Finding:

Due to the constraints mentioned under General Findings above, livestock monitoring was limited. Oxen prices, weights, ownership, village and other data were collected at sales in some of the RMAs. Some data were collected on livestock health and records were kept on variables related to the breeding program (such as condition scores, calving percentage, calf weight, etc). A study on small stock herd dynamics (inside the RMA only) was completed. Several items that were included in the original M & E plan were dropped (fleece data, additional herd dynamics data, etc.). No statistical analysis was done on the livestock sales data, though graphs and tabulations were made that demonstrated that oxen of RMA origin tended to weigh more and command higher prices than those from outside RMAs. No analysis of breeding data was done since many years would have been required to make any meaningful analysis. The small stock dynamics study came to several statistically based conclusions on herd size effects within the RMA.

A short-term consultant to the project determined that for livestock monitoring the sampling teams were inexperienced, resources were not adequate and it was very difficult to obtain the required sample sizes.

Conclusions:

Those factors currently being measured can be handled adequately by the RMD (except for any statistical analyses). It would be very useful to find additional ways to compare livestock inside and outside the RMAs though this is problematic since grazing time inside and outside (for both RMA and non-RMA animals) cannot be accurately calculated.

Statistical analysis of the data would assist in determining more precisely the perceived benefits to members of the RMA.

7.4.2.3 Financial Status

Finding:

Records were kept of GA income from fees, impoundments, sales of veterinary supplies, feed and livestock and other sources. Expenditures for items such as staff salaries, purchase of supplies and equipment and the sitting fees for committee members were recorded at the GA level, generally by the RMA advisor or the manager. The financial information came to RMD in summary form. Some training in bookkeeping and financial management was provided - the intensity and complexity varying from GA to GA. The quality of the financial data varied greatly due to the varying capabilities of Treasurers and Managers and for the most part was inadequate for any type of financial analysis.

Conclusion:

Further training in financial management aspects is needed throughout the RMA program. The summary sheets handed in at RMD were probably inadequate for accurate monitoring of the

finances of the GAs. It appeared that the monitoring system for financial aspects was not formalized.

7.4.2.4 Socioeconomic Monitoring

Finding:

Little or no socioeconomic data were collected due to several factors, including: no rural sociologist on either the CNRM team or within DLS; no formal survey commissioned (the PRA training was not a socioeconomic survey); and a lack of trained staff to analyze data from socioeconomic surveys.

Conclusion:

This was a major gap in the data base of the RMA/GA program. Though some baseline data from other sources were available, those data did not cover all the RMAs and there was little from outside the RMAs. As a result, a determination of whether or not GA members were "better off" was impossible.

7.4.2.5 Geographical Information System (GIS) and Global Positioning Device (GPD)

Finding:

The EU provided support to restaff the Data Management and Inventory Sections of the RMD. These sections were involved in the use of the GIS and GPD systems, with the Range Inventory Section providing the data and the Data Management Section inputting to the GIS. Data on the GIS system originated from the cattle post survey (locations, grazing area boundaries, villages, political boundaries, contours, rivers, villages, users, cattle and other livestock numbers, use patterns and vegetation). The system can be used to demarcate RMAs and to develop and modify grazing plans. The project provided additional GIS training to the RMD. The GPD was being tested for use in adjudication and in the M & E program during this evaluation; its use appeared promising. Training in the use of the device was being provided by the project through a short-term consultancy.

The GIS knowledge within the RMD was fairly rudimentary. ARCInfo, the program used, was very complex and difficult to master. Unfortunately, there appeared to be little demand for the use of the system, perhaps because potential users were not familiar with the system and what it might provide. Older data from the LAPIS era needed to be converted to the ARCInfo format in order to be used in comparison with more recent data. The RMD staff will need additional training (and more staff members need to be trained) in order to make efficient use of the system.

Conclusion:

The GIS/GPD appears to be a useful tool for the future. It is intended that the training provided under CNRM will enable the efficient and effective use of the device for both monitoring and adjudication programs.

7.4.3 Grazing Association Services

Finding:

There was a vast difference between GAs in terms of the services offered to their members and the income received from those services. The GA with the soundest financial record was Sehlabathebe, which received the greatest portion of its income from impoundment fees from livestock found in the National Park that it abuts. (Range riders employed by the park collected livestock within its boundaries and delivered them to RMA 1, where holding facilities existed. The GA then collected the impoundment fees, which it was allowed to keep.) Nevertheless, there were significant profit margins to be made, as well as services rendered, to GA members - including the sale of veterinary medicines and fodder, breeding services, sports contests, livestock sales and others.

Conclusion:

The GAs should be encouraged and supported in their attempts to develop additional services and sources of income for its members.

7.4.4 Legal Considerations

Finding:

Traditionally, a ward, district, or Principal Chief has the power to set aside communal grazing areas for the benefit of his/her people. In recent years, this power had been eroding to the point where it was in doubt both legally and culturally. This ambiguity was the basis for several legal challenges in the courts pertaining to the rights of GAs to employ range riders to impound livestock found grazing on lands under a particular RMA/GA, especially in the case of RMA 1 Sehlabathebe.

Conclusion:

The legal ability of chiefs to set aside grazing lands for the benefit of grazing associations needs to be clarified by the appropriate GOL authorities as soon as possible.

7.4.5 Land Use Adjudication

Finding:

Under LAPSP, a land-use adjudication program for the range lands of Lesotho was begun. When LAPSP ended, the EU provided (and currently continues to provide) funding for this process. The purpose of the exercise was to determine the use patterns of range lands throughout the country and then to divide the country into allocated areas where use is rationalized (with those within an area using the resources of that area and with those in the adjacent area using the resources only in that area). This should result in coherent use areas that could then become RMA/GA areas. At the time of the evaluation, data had been collected for six districts.

Conclusion:

Adjudication may well affect the development of RMA/GAs since the use areas developed may either conform to RMA boundaries or conflict with them. Hence, it may be wise to defer the declaration of RMAs until the adjudication process is complete in those parts of the country.

8 ISSUES AND RECOMMENDATIONS

8 ISSUES AND RECOMMENDATIONS

Issues and Recommendations are organized below according to suggested implementing agencies. Numbers in parentheses refer back to Chapter 7.0, Findings and Conclusions, where appropriate.

8.1 GOVERNMENT OF LESOTHO

8.1.1 Issue: GOL Budgetary Support for the DLS/RMD

In order to attract and retain qualified staff for its range management programs, the GOL should give the DLS a higher priority in its budgetary process than it has had in the past. This is in order to allow the DLS to provide competitive salaries, incentives and logistical support in order to retain qualified personnel. This will require increased budgetary allocations. (7.1.1)

Recommendation:

Increase budgetary support for the DLS/RMD either from Government or other donors.

8.1.2 Issue: National Policy Reform

The DLS/RMD has been undergoing the process of revising its policies on the subject of environmental and natural resource management within the context of policy formulations at the national level. Workshops have been attended by high-level Government officials, including cabinet ministers, principal secretaries, chiefs and other decision makers. These types of exercises will lead to recommendations for policy changes that should create a more supportive environment for RMAs. If this is not done, the entire future of the RMA/GA program could be in doubt. (7.4.1.2)

Recommendation:

After conducting thorough educational campaigns and consultations with constituents, the GOL should expeditiously legislate livestock and range management policies to support the RMA/GAs, eg the legal foundation of the GAs, over-stocking, a national branding and tattooing program and seasonal transhumance of livestock from the lowlands to the mountains.

8.1.3 Issue: The National Grazing Fee (NGF) and the Village Development Councils (VDCs)

The uncertainty surrounding the issues of the NGF and the VDCs have created obstacles to the effective functioning of the RMA/GAs under the CNRM project and will continue to have an impact on their activities after the project closes down unless this uncertainty is resolved. (7.1.1.1)

Recommendations:

Reinstate the NGF after consultations and revisions and administer and implement it at the local level for the benefit of emerging GAs and local government structures.

8.1.4 Issue: Range Land Use Adjudication

Conflicts may arise out of range land use adjudications that do not conform to the boundaries of the proposed new RMAs. (7.4.5)

Recommendation: Complete the land use adjudication process and ensure implementation before respective new RMAs are demarcated in order to minimize conflicts.

8.1.5 Issue: The Legal Status of RMA/GAs

The RMA/GAs will continue to have an ambiguous legal status until the authority of chiefs to set aside grazing lands is made clear, or until another solution to the problem of their legal status is found, eg the leasing of RMA land under the Selected Agricultural Areas provision of the 1979 Land Act. (7.1.1.3)

Recommendation:

After a careful study of all options, establish the legal status of RMA/GAs through legislation before other GAs are created. Again, if this issue is not addressed in the near future, the entire RMA/GA program could be in doubt.

8.1.6 Issue: The Rights of Non-Members

Several problems at the RMA/GAs relate to the confusion over the rights of people who are not members of the GAs, eg the losses of outsiders excluded from existing RMAs; the arrival of "immigrants" with their livestock at RMAs, with or without permission; and the impoundment of non-members' livestock. (7.2.3.5 and 7.4.1.1)

Recommendation:

Assist RMA/GA development by defining the rights of non-members through appropriate legislation.

8.1.7 Issue: The Rights of Passage of Outsiders

Livestock owners living outside an RMA, but who move their livestock across an RMA from one grazing area to another, in fact use the resources of the RMA. These outsiders frequently ignore the current grazing patterns, increase the problems of over-stocking and come into conflict with GA members. (7.2.3.1 and 7.2.3.5)

Recommendation:

Assist in clarifying the rights of passage of "outsiders" through appropriate legislation.

8.2 MINISTRY OF AGRICULTURE, COOPERATIVES AND MARKETING

8.2.1 Issue: District Level Support for RMA/GA Development

There is a need to strengthen further the district-level support structures and their involvement in RMA/GA development. (7.2.2.1)

Recommendation:

Provide district level staff with logistical support and increased training, as well as involve them more directly in the RMA/GA process.

8.2.2 Issue: Range Land Use Adjudication

One of the major sources of conflict in RMAs is a lack of certainty on the part of area residents regarding boundaries. (7.4.5)

Recommendation:

Encourage and support local RMA/GA development initiatives within the framework of land use adjudication. The land use adjudication process should be carried out in an area before the formal declaration of an RMA.

8.2.3 Issue: Fodder Production Programs

As a result of the truncation of the CNRM project, no fodder production programs were mounted, with the exception of the sale of fodder seeds at some RMAs. Fodder production, especially in the lowlands, may be essential to meet the needs of households without access to mountain cattle post areas.

Recommendation:

Escalate and encourage intensive fodder production throughout Lesotho, especially in the lowlands. (7.4.1.4)

8.3 DIVISION OF LIVESTOCK SERVICES/RANGE MANAGEMENT DIVISION

8.3.1 Issue: Further Support to New RMA/GAs

RMA 6 and proposed RMAs 8 and 9 have begun the process of establishing themselves as grazing associations to run their own RMAs using the bottom up approach promoted by the CNRM project. It would be a waste of already spent resources if they were left without technical assistance and support (possibly financial) after so much has already been invested and the hopes of the people of the communities involved have been raised.

Recommendation:

Seek donor support for developing RMAs 6, 8 and 9.

8.3.2 Issue: The Future of RMAs 1-5

RMA/GAs 1 and 2 have had a great deal of "project" support in the past, while it is not clear whether RMA/GAs 3, 4 and 5 are committed to the RMA/GA concept.

Recommendation:

The DLS/RMD should continue support to RMA/GAs 1-3 while maintaining contact with the people of RMAs 4 and 5 in anticipation of their resolution of internal problems on their own. This should be done even if donor funding for other RMAs is obtained.

8.3.3 Issue: The Loss of Institutional Memory

The learning process spanning the LCRD, LAPIS, CNRM and other related projects can be enhanced and accelerated, provided steps are taken to avoid the loss of lessons learned and the institutional memory surrounding these projects.

Recommendation:

Seek donor support to conduct a complete assessment of the natural resource management/conservation programs implemented over the past 15 years in Lesotho.

8.3.4 Issue: Sociopolitical, Organizational and Managerial Problems in the GAs

Without strong, functioning GAs, the RMAs for all practical purposes will not achieve their intended impact on range land improvement. The biggest obstacles to the institutionalization of GAs are sociopolitical, managerial and organizational. Problems include inappropriate fee structures, low motivation to participate and pay fees, problems regarding the rights of non-members to use GA services, inadequate knowledge of programs and poor communications between executive and management committees and their constituents. GAs also need advice in reviewing and revising their own constitutions and by-laws and in reforming their leadership selection criteria and election procedures. Technical issues, on the other hand, are relatively well understood. (7.2.3.2)

Recommendation: In addition to any technical support provided to the GAs, increased emphasis should be placed on sociopolitical, managerial and organizational issues.

8.3.5 Issue: Methodology for RMA Identification

The selection criteria for RMA identification were primarily based on geographical concerns. The new selection criteria, while still in the process of being tested, appear to be more accepted by the intended beneficiaries involved. (4.4)

Recommendation:

Continue the use of the new community-based RMA selection criteria.

8.3.6 Issue: Participatory Rural Appraisal (PRA)

PRA seems to be a useful methodology for use in RMA/GA selection and further extension activities, however, its full potential as a development tool is not being utilized. Relatively "harder" socioeconomic data concerning potential RMA/GAs is not being collected at present. (7.1.4)

Recommendation:

Encourage an appropriate and more systematic implementation of PRA. Use more creative extension methods than *lipitso* (public meetings). Include socioeconomic data while collecting information for PRA.

8.3.7 Issue: The Need for a Statistician, a Rural Sociologist and a Business Specialist within the DLS

A statistician is needed to analyze all types of past, present and future data that are collected in order to monitor and evaluate DLS/RMD programs (including the RMA/GAs). A rural sociologist is also needed to fill the gap in socioeconomic data collection as well as to address some neglected issues such as gender roles and impacts and the "outsiders" and "immigrants" in the RMA/GA program. A business specialist is required to provide further training to GA managers, selected executive committee members, RMA advisors and district staff in business skills, as the GAs move towards more marketing and income-generating activities such as veterinary medicine sales. (7.4.1.4, 7.4.2.1, 7.4.2.2 and 7.4.2.4)

Recommendation:

The DLS should hire a statistician, a rural sociologist and a business specialist as soon as possible.

8.3.8 Issue: Support for the GA Development Team

The new GA Development Team is currently staffed by three CNRM project staff who will be departing upon termination of the project. Additionally, it is not an official entity within the DLS/RMD organic structure. Without it being strengthened and formalized, the new method of selecting RMA/GAs may not be sustained. (4.4 and 7.2.2.2)

Recommendation:

Provide further staffing and logistical support for the GA Development Team; make it a Section; and formalize its relations with other DLS/RMD personnel.

8.3.9 Issue: Further Training for the Data Management and Inventory Sections

In spite of a number of courses taken under the CNRM project, staff in the Data Management and Inventory Sections need more training in the use of software packages, statistical data analysis and reporting. (7.2.2.2)

Recommendation:

Strengthen the Data Management and Inventory Sections through further training.

8.3.10 Issue: Use of the GIS and GPD

Knowledge of the GIS and GPD within the RMD is rudimentary and there is a lack of understanding as to what the use of this methodology can provide. (7.4.2)

Recommendation:

Familiarize relevant staff with GIS and GPD techniques and utilize and attempt to attract more users of these techniques.

8.3.11 Issue: Alternative Sources of Income

Some of the RMA/GAs have begun to earn income from livestock auctions and from the sale of veterinary supplies and other items. Through such activities GA members feel that they derive tangible benefits from membership. Such activities should be encouraged in all RMA/GAs. The marketing of small stock should also be focused on. (7.4.1.4 and 7.2.3.4)

Recommendation:

Assist GAs to find alternative sources of income through additional marketing opportunities and the provision of services to members.

8.3.12 Issue: Management and Bookkeeping Training for GA Committee Members and Managers

Under CNRM, training programs have been run for officers of GA committees, however, the results have been patchy and there is a need for additional training. (7.4.4.3)

Recommendation:

Provide additional training for GA committees and managers in management and bookkeeping.

8.3.13 Issue: Gender

GAs have already begun tapping the management skills of women members, however, there may be constraints to their participation in decision making in technical and other matters which need further study. (7.3)

Recommendation:

Attempt to increase the participation of women in GA activities, including technical training. Monitor and evaluate gender issues in more detail.

8.3.14 Issue: Socioeconomic and Financial Monitoring and Evaluation

There is a need to add more socioeconomic and financial content to the M&E component. In the past, opportunities have been missed to study the impact of RMAs previously set up using socioeconomic and financial monitoring methodologies. There is a possibility to undertake such studies with RMAs 8 and 9 and in all future RMAs. (7.2.3.5, 7.4.1.1, 7.4.2.3 and 7.4.2.4)

Recommendation:

Add more socioeconomic and financial content to the M&E program and seek funding for baseline socioeconomic surveys to be conducted in RMAs 8 and 9, as well as in all future RMAs.

8.3.15 Issue: Livestock Monitoring

The current methods of monitoring livestock are limited and do not provide adequate data on stocking capacity, herd composition and the number of livestock using a particular grazing area. (7.4.2.2)

Recommendation:

Develop methods for a more precise quantification of livestock numbers in the RMAs.

8.3.16 Issue: Inside-Outside Comparisons

Without making comparisons of factors inside and outside the RMAs, it is impossible to make meaningful analyses and come to valid conclusions about the environment, the quality of livestock and the well being or development of people. (7.4.2.2)

Recommendation:

Make inside-outside comparisons on a wide range of factors in order to determine the impacts (environmental and social) of RMA activities.

8.3.17 Issue: Alternative Range Land Uses

There is a current lack of knowledge concerning the alternative use of range lands.

Recommendation:

Investigate the extent and potential of alternative range land uses (fuel production, medicinal plant production, etc).

8.3.18 Issue: Grazing Systems Design

Although CNRM has attempted to take traditional systems into account when assisting communities in the development of grazing plans and has sought the approval of GA communities in the process of grazing system development, there still remain problems of understanding, communications and enforcement. (7.4.1.1)

Recommendations:

Seek assistance for further study of traditional grazing patterns. Involve communities more thoroughly in designing grazing systems.

8.3.19 Issue: Training Follow-up and Follow-on

CNRM short-term training activities during the last year and a half have been identified as necessary by the various participants at all levels in the project. Participants have been introduced to a wide number of subjects. While some follow-up and follow-on training has been conducted under the project, it should be continued after the project ends.

Recommendation:

The DLS should seek funding to maximize and systematize follow-up and follow-on training activities.

8.3.20 Issue: The Future of the Range Management Education Center

RMEC's future is problematic; with high maintenance costs, its need for a high occupancy rate and a predictable clientele. On the other hand, its unique potential as a site for environmental education courses and field trips should be utilized.

Recommendation:

Publish and market the environmental education curriculum already developed by a PCV. Liaise with the Environmental Secretariat to seek donor and GOL support programming, as well as funding. School field trips (paid for in part by the schools and the pupils.) and other uses of the Center would have to be subsidized because of the high costs of transportation.

8.4 USAID/REGIONAL AND OTHER DONORS

8.4.1 Issue: Assistance for RMA 6

The inherited RMA/GA 6 has made a great deal of progress towards organizing themselves to set up their own infrastructure - with funding from LHDA and (possibly) CNRM. If all USAID requirements are met, it is recommended that this GA be assisted. (7.2.2.1)

Recommendation:

USAID/Lesotho should approve funding for the planned RMA 6 infrastructure, if all requirements are met.

8.4.2 Issue: Future Programs for the USAID/Regional Office and other Donors

The proposed USAID/Regional Office in Gaborone, Botswana plans to institute a program called the Initiative for Southern Africa (ISA), a component of which will focus on Agriculture and Natural Resources (ARN). The RMA/GA concept falls under the purview of this component. Additionally, other donors such as the EU and organizations such as the LHDA, have expressed initial interest in supporting RMA/GA-type programs.

Recommendation:

The USAID/Regional Office for Southern Africa, in particular, should seek ways of continuing support for selected RMA/GA activities through the ANR component of the ISA. The USAID/Regional Office should especially consider providing legal and other policy assistance to the DLS/RMD. Other donors and organizations should also consider support to the RMA/GA concept.

8.4.3 Issue: Additional Financial Support for the RMA/GA Program

The proportional funding and its gradual withdrawal, provided by the CNRM project to various GAs has been successful in demonstrating GA member commitment to the program as well as avoiding issues of GA dependency on the project.

Recommendation:

In the future, donors to the RMA/GA program should consider proportional funding of GA infrastructure and activities which is gradually phased out as the individual GAs advance towards financial self-sufficiency.

8.4.4 Issue: The Training of Trainers

During the last year of the CNRM project the "training of trainers" methodology was relied upon in an effort to reach a maximum of beneficiaries through this "trickle down" approach. However, a more direct approach of training of actual beneficiaries offers the potential of more effective training in the long run. It is time to focus on the direct training of ordinary members by DLS/RMD staff, as well as outside trainers - support for which can be given by donors. (3.4.2)

Recommendation:

Future donors to the RMA/GA program should consider the direct training of GA members in appropriate, targeted topics in addition to utilizing a "Training of Trainers" methodology.

9 LESSONS LEARNED

9 LESSONS LEARNED

- 9.1** Project designs should be based on realistic assumptions as to what can be accomplished in a reasonable time frame given existing national and local sociopolitical and administrative structures. In this regard, the Logical Framework Matrix should be effectively employed in both the project design and evaluation phases.
- 9.2** Projects of this type which are long run by their very nature must be designed with sufficient flexibility to account for changes in the local political, economic and social environment.
- 9.3** Missions with limited resources can incorporate natural resource management into development activities. USAID/Lesotho's experience provides insights into the requirements of integrating natural resource management objectives in AID's agricultural and rural development programs.
- 9.4** Host government support, especially in the area of policy directives, is a prerequisite to developing the necessary long-term strategies to address natural resource management issues.
- 9.5** A favorable political climate is critical to the successful acceptance and performance of projects such as CNRM.
- 9.6** The premature truncation of projects results in the violation of the principles of sustainability, proper planning and economic efficiency in project implementation.

APPENDIX 1

EVALUATION SCOPE OF WORK

ATTACHMENT A1 SCOPE OF WORK -- CNRM FINAL EVALUATION

I. **BACKGROUND:** The goal of the Community Natural Resources Management (CNRM) project is to improve management of natural resources in Lesotho. The sub-goal is to restore and improve rangelands. To achieve this goal, the purpose of CNRM is to establish effective community grazing associations which will manage rangelands at sustainable carrying capacities for livestock. CNRM aims to build upon the foundation laid in the earlier projects to refine the RMA model so that the Grazing Associations which manage the RMAs become financially viable and socially sustainable organizations.

The project was authorized on June 26, 1991 with the signing of the Project Agreement (PRO-AG) between the Government of Lesotho (GOL) and USAID/Lesotho on June 27, 1991. The project was to be completed by June 26, 2001. The PRO-AG had specified that project funding would be \$20,438,000, with USAID providing \$14,086,000 and the GOL providing \$6,352,000. However, in mid-1993, the USAID Administrator made a decision to close the bilateral mission in Lesotho by September 1995.

USAID/Lesotho has a contract in force with Associates in Rural Development, Inc. (ARD) for the implementation of the CNRM project. Their cost-reimbursable contract (No. 632-0228-C-00-2111-00) has been in force since April 8, 1992 with a total estimated cost of \$7,887,797. A contract amendment is in process to decrease the funding and the level of effort (LOE) of the Contractor to be in line with the Administrator's mandate to close the project by September 1995.

II. **OBJECTIVE:** To provide a four-person team under a delivery order for four weeks with one additional week for the team leader, to conduct a final evaluation of the CNRM project to determine its impact and successes/shortcomings.

III. **GENERAL SCOPE OF SERVICES REQUIRED:** This is the final evaluation of the CNRM project. The purpose of this evaluation is to assess overall progress toward achievement of the project purpose. The team should be able to state the extent to which project initiatives are being institutionalized within the Ministry, leading to eventual sustainability of the activities.

IV. TEAM COMPOSITION AND QUALIFICATIONS:

For this evaluation a team of 4 people is required, namely

1. Rural Sociologist/Team Leader
2. Range Ecologist/Range Management Specialist
3. Agrobusiness/Livestock Economist Specialist
4. Environmental/Natural Resource Specialist

In general, all team members should be capable of independent work, requiring minimal guidance and supervision. Work experience in a developing country is required; first hand experience with the developing economies of southern Africa is preferred, and experience or exposure to the economy of Lesotho would be an advantage. The required academic qualification is a minimum of a Master's level. Proficiency in using Wordperfect 5.1 or 5.2 which is utilized by the Mission is required. Prior experience with evaluating USAID projects is recommended for all team members. USAID propose that the team leader be the Rural Sociologist, but the contracting firm, based on the skills and capabilities of the individuals composing the final evaluation team, may suggest other team members for this responsibility.

Specific qualifications of the team members:

1. The Rural Sociologist and proposed Team Leader

- extensive background in rural development
- experience in organizing and training grassroots community organizations in a developing world in group problem solving and planning
- ability to advise on ways that lead to self-sufficiency
- familiarity with Participatory Rural Appraisal methods (pros and cons of PRA)
- strong interpersonal skills including the ability to coordinate work with a team

2. The Range Ecologist/Range Management Specialist

- extensive experience in range/livestock programs in African countries
- advanced degree in livestock production or animal science preferred
- extensive experience with communal land use and private ownership of animals in developing countries in the following aspects of livestock production: breeding, nutrition, animal health, livestock program development, marketing and improvement of

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range resources. Primary classes of livestock found on the range are cattle, sheep and goats, as well as horses and donkeys. Cattle are raised primarily for cultural reasons (e.g. to show wealth, dowries, etc.) and not for commercial purposes, other than bulls and oxen for plowing. Sheep and goats are generally raised for commercial reasons (see note on agrobusiness/livestock economist specialist).

3. The Agrobusiness/Livestock Economist Specialist

- extensive experience in rural extension work and agriculture education preferably in a developing country where livestock production plays a major part in the communities' livelihood
- experience with rural organizations, preferably from an extension viewpoint
- experience in training grass-roots community organizations in financial management
- demonstrated ability to assist rural associations to become financially self-sufficient

4. The Environmental/Natural Resource Specialist

- extensive experience in environmental impact assessment and natural resource management in developing countries;
- experience with range management/livestock projects or programs;
- advanced degree in natural resources, range management, environmental science, or geography; and
- experience in performing project, program, environmental impact or resource evaluations, particularly demonstrated familiarity with USAID's Natural Resource Management indicators and monitoring.

V. INDIVIDUAL RESPONSIBILITIES

The team members will be required to familiarize themselves with the following background documents:

- a) The CNRM Project Paper
- b) Contractor Annual Work Plans
- c) Contractor Progress Reports
- d) A selection of CNRM technical reports
- e) The USAID/Lesotho Country Program Strategic Plan (CPSP)
- f) Environmental Assessment completed in February 1994

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- g) Grazing Association Development/RMA Selection completed in 1994
- h) Other CNRM Project reports and documents as appropriate.

The team will make familiarization field trips to all of the Range Management Areas (RMAs) to observe project activities and conduct interviews/discussions with grazing association (GA) Management and Executive Committees, available GA members, RMA advisors, GA employees, RMA residents but not GA members, herd boys and others.

1. Rural Sociologist/Proposer Team Leader will be responsible for:

- (Team Leader) Preparing a team planning session and a work plan for each of the team members including overall coordination of their work effort, and preparation of the draft evaluation report prior to departure of the team ensuring that the report conforms to A.I.D. requirements and regulations, and the preparation of the final draft prior to departure, including an exit session with Mission staff prior to the full team's departure;
- (Team Leader) Drafting an abstract and evaluation summary for USAID Project Evaluation Summary (PES) and arranging exit meetings with the Mission, Contract TA and Ministry staff;
- (Team Leader) Establishing through USAID/Lesotho meetings with appropriate Government of Lesotho (GOL) officials and logistic support for the team;
- (Team Leader) Drafting all sections of the evaluation report that may be required to ensure a complete and thorough document;
- Ascertaining appropriateness and effectiveness of the Participatory Rapid Appraisal approach to obtain social/economic data and institutionalizing this capacity within the RMD;
- Reviewing Project Paper and Project Agreement goals, purpose and outputs statements and ascertaining progress to date as well as what can reasonably be achieved in the truncated project;
- Determining the level of sustainability the MOA/RMD has established to date, or is capable of establishing in the remaining LOP of the CNRM project;
- Developing recommendations or rationale for continuation of CNRM activities under a USAID regional project;

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- Ascertaining impact on disenfranchised individuals/families within and without (lives without RMA but traditionally grazed livestock in RMA area) of any given RMA;
 - Determining GAs financial viability and whether participating livestock owners are financially better off through membership in the GAs;
 - Ascertaining impact, if any, of the GOL's revocation of the national grazing fee program on the functioning of GAs;
 - Ascertaining if there has been an increase in the capability for replicating RMA development within the various government agencies and non-governmental organizations;
 - Ascertaining extent to which communities/villages understand and demonstrate a commitment to the community organization aspect of the CNRM project;
 - Describing any unintended (negative or positive) impacts of the project; and
 - Reviewing and commenting on overall short-term training activity.
2. The Range Ecology/Range Management Specialist will be responsible for the overall review and comment on the environment, range management and livestock aspects of the project. In the process s/he will address the following:
- Reviewing Project Paper and Project Agreement goals, purpose and outputs statements and ascertaining progress to date as well as what can reasonably be achieved in the truncated project;
 - Reviewing available data to determine increases in the carrying capacities of the RMAs;
 - Analyzing impact of in-migration of livestock and people to RMA areas;
 - Reviewing available data on species composition, range condition and trend; and soil loss to detect measurable changes;

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- Reviewing analyzed data and study indicators at the purpose, goal/subgoal, and people-level impact levels and assessing progress in range improvement and animal productivity;
- Determining Gas financial viability and whether participating livestock owners are financially better off through membership in the Gas;
- Assessing the suitability of services available to GA members and identifying others with a view of expanding the Gas' revenue-making capabilities; and
- Review and comment on short-term technical assistance provided by ARD.

3. The Agrobusiness/Livestock Economist Specialist will be responsible for review of the overall institutionalization aspect of RMD and the Gas. In the process, s/he will be responsible for the following:

- Reviewing Project Paper and Project Agreement goals, purpose and outputs statements and ascertaining progress to date as well as what can reasonably be achieved in the truncated project;
- Reviewing documents, conducting interviews and drafting the report sections to assess progress to date in the institutional strengthening aspects of the Range Division of the Ministry of Agriculture (MOA) and the Range Management Areas (RMAs);
- Reviewing weight of cattle sold, reproduction rates, herd composition (sheep and goats), wool and mohair quantity and quality, herd composition and reproduction (cattle) in and outside RMAs for comparison and determining degree of economic improvement;
- Ascertaining actual and potential commercial improvements in large and small ruminant production attributable to the CNRM project;
- Reviewing contribution of the RMAs to improved breeding programs, better animal health and marketing to detect measurable changes;
- Reviewing documents, conducting interviews and drafting report sections on the implementation plans and management and operational techniques employed by the contractor and government for all project components in the context of the actual progress achieved to date;

- **Ascertaining impact of not knowing specific livestock population of an RMA when trying to improve rangeland carrying capacity;**
- **Identifying and assessing the strategies for expanding investment opportunities in RMA areas to provide alternatives to livestock investments for migrant workers' remittances;**
- **Reviewing and commenting on short-term technical assistance provided by ARD;**
- **Reviewing specific GA activities such as breeding programs, fodder production, sale of feeds and veterinary supplies and evaluate as to their effectiveness; and**
- **Reviewing and commenting on the training of GA management committee members.**

4. Environmental/Natural Resource Specialist will be responsible for the review of the overall environmental and natural resource impacts of the program. In the process, s/he will be responsible for the following:

- **Reviewing Project Paper and Project Agreement goals, purpose and outputs statements and ascertaining progress to date as well as what can reasonably be achieved in the truncated project;**
- **Reviewing Project Paper, Initial Environmental Examination, the February 1994 environmental assessment/review and other project documents as well as utilizing available data and results of field trips to determine: what impacts predicted/discussed in these documents have occurred or not occurred and why; what unanticipated impacts (beneficial or adverse) have occurred and why (e.g., changes in project or conditions or insufficient passage of time); what mitigative measures or other recommendations have been undertaken and if not, why not; effectiveness of mitigative measures; status of monitoring activities; and any changes in environmental institutional capacity related to the program;**
- **Working closely with range ecologist/range management specialist to evaluate NRM monitoring indicators;**
- **Describing sustainability of project/program with specific regard to environment and natural resources and making recommendations for improvement, if appropriate;**

- Describing and evaluating extent to which communities have understood and can continue to exercise sustainable natural resource management, benefits or problems perceived by project beneficiaries, and any community-generated suggestions for change;

- Describing and evaluating capability of staff to continue sustainable resource management and monitoring activities and making recommendations for improvement, if appropriate;

- Reviewing and commenting on environmental/natural resource management aspects of training provided; and

- Recommending additions/deletions/changes to resource management procedures, mitigative measures or monitoring procedures in light of findings, future truncated project and possible continuation of CNRM activities under a regional project.

VI. WORK PRODUCT/DELIVERABLES: The team will submit their analyses and the evaluation report in draft form to USAID/Lesotho and MOA officials for review and comments at least 1 week prior to finalizing all documents. Within three working days USAID and the MOA officials shall provide comments to the team for incorporation into the final report. The format (which will be made available upon arrival) of the evaluation shall consist of an executive summary (maximum three pages); main report (maximum 40 pages); and annexes as appropriate. The main report should include discussion of: (1) the purpose, methodology utilized and organization of the evaluation; (2) the economic, political and social context of the project; (3) team composition and study methods (one page maximum); (4) evidence/findings of the study concerning the evaluation requirements; and, (5) conclusions and recommendations based on the evaluation findings. Five copies of the draft report shall be left with the MOA and USAID/Lesotho and 15 copies of the final report shall be sent to USAID for distribution.

As currently required by AID/Washington, the team is requested to provide a historical perspective on: (a) the impact that USAID agricultural projects, especially in the area of livestock and range management has had in Lesotho; and (b) the impact of said projects on women.

VII. LOGISTICAL SUPPORT: The contracted team will be responsible for supplying all necessary office equipment and supplies, arranging all required transportation both to and from Maseru, Lesotho and Incountry, and providing all necessary interpreter/secretarial services. Each member of the evaluation team should have their own laptop computer and be proficient in using Wordperfect 5.1 which is utilized by the Mission. Office space will be provided

within the USAID Mission during working hours. The Ministry of Agriculture will provide occasional meeting space and access to all pertinent officers for interviews and discussions. The team is not entitled to access or use of pouch or other U.S. Embassy facilities except the health unit.

VIII. PERIOD OF PERFORMANCE: The period of performance will be four (4) weeks for team members and one additional week (total 5 weeks) for the team leader. The preferred timing of the evaluation is early March, 1995. A six-day work week with no premium pay is authorized.

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APPENDIX 2

MONITORING AND EVALUATION - ADDITIONAL COMMENTS

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APPENDIX 2

MONITORING AND EVALUATION: ADDITIONAL COMMENTS

ECOLOGICAL FACTORS

The CNRM Monitoring and Evaluation plan includes a methodology for ecological monitoring. Details of the system are set forth in: "A Guide for Range Resource Monitoring and Evaluation of Long Term Ecological Trends in Lesotho", and An Introduction to Ecological Monitoring, by R. F. Buzzard in Morris, et al, 1994, "A Manual for a Plant Community Ecology and Field Taxonomy Training Course for Extension and Technical Officers of the Range Management Division in Lesotho."

The documents describing the M & E system are thorough, comprehensive and easily understood. However, given the requirements of M & E, which include many factors in addition to ecological monitoring, and given the resources of the DLS in terms of trained personnel and other factors, the ecological monitoring methodology contains difficulties. The methods are more suited to a long-term academic research project than they are to a monitoring system for the RMAs.

The monitoring program entails the measurement and estimation of several variables and the calculation of several others. The problems with the measurements/estimations mainly lie in the potential for operator error, operator inconsistency, replicability and the understanding of the methods. The calculations may be straightforward, but the analysis and subsequent interpretation of the data require fairly sophisticated statistical procedures if the data are to be fully utilized.

A short trial of operators in the field at RMA 3 showed variability in operator interpretation of the methods, serious operator to operator variability in scoring and even measuring, potential for operator fatigue early in the process, and a general lack of understanding of why each type of data was collected. Apparently no operator training is done before each sampling. Even with operators who are familiar with such systems, training to ensure consistency and comparability between and among operators is essential. With multivariable systems such as those within the M&E program, it is not unusual to hold short "calibration" sessions in the morning and again in the afternoon to ensure that operators all have similar interpretations of such things as "hits", scores, etc.

Comments on the estimation of the various variables:

- 1) Aerial cover is not a useful variable as it is dependent on many factors that are difficult to separate in analysis. It is highly dependent on phenological stage, environmental conditions, use conditions and other factors. Interpretation is thus complex and often confused. Aerial cover estimation provides very high potential for operator error since operators quite often disagree as to what constitutes cover (interception of plant material or simply "hitting" within the canopy without actually touching the plant). Aerial cover need not be measured in the M&E program.
- 2) Age classes for all categories of plants (forbs, grasses, shrubs) are sometimes difficult to determine and in our field test comparability between operators was low. Interpretation

of shrub age is particularly difficult beyond the "young" stage. Species composition data provide any information that is needed to determine "successional" change, though the interpretation of "succession" is extremely problematic. Given the high variability between operators and the limited usefulness of the age class information, it is not useful to estimate age classes.

- 3) Plant form provided the same problems as age classes. An estimation of the overall site, categorizing it as heavily grazed, moderately grazed, lightly grazed, not grazed, etc. would provide adequate information and less operator error.
- 4) Comparability between operators on erosion scores, plant "hits" and average plant distances was lower than expected. In field training before sampling would reduce this problem greatly.
- 5) The C3:C4 plant ratio should be used with caution unless those interpreting the data are well trained - the interpretation is not as straight forward as it may seem.
- 6) The desirability ratings of forbs and shrubs is not considered in the range condition score. This ignores the high nutrition levels provided by some of these plants and may thus underestimate range condition.
- 7) As recognized by the CNRM Advisor in his monitoring manual, range condition and trend are problematic concepts. Thus, personnel who are charged with interpretation must be highly trained and experienced.
- 8) Species composition as determined by the frequency of "hits" (or nearest plant) is an important variable. One must, however, make certain that operators measure this variable in a consistent manner. In the past, species composition changes that were perceived may have been due to inadequate identification skills (some of this was in evidence in our short field trial). The recent training in plant identification provided by CNRM will no doubt go a long way to correcting the problem, though operators ought to brush up on identification every year before sampling begins.

The field process was time consuming. As additional RMAs come online the RMD will be hard pressed to monitor inside and outside all RMAs given its limited resources. The system should be modified to reduce the time required to monitor, the potential for operator error, the estimation of factors that are difficult to interpret, and the need for extensive and repeated field training. Nonetheless, the methods should include the measurement/estimation of sufficient and appropriate variables to detect change and to indicate the direction and the cause(s) of such change.

It is suggested that the erosion scoring be continued, though operator "calibration" at each site should be mandatory. Species composition and the proxy measure of bare ground/basal cover should be the key measurements. An easy way to measure this would be to run a tape between the ends of the transect and drop a point at every meter. Distance to the nearest plant would then be measured and the species name of the plant recorded. Operator training would consist only of developing a common interpretation of a basal hit.

Information from this method would include: erosional status; species composition and frequency, species relative frequency, average plant distance (proxy bare ground and basal cover). In analysis the following parameters (among others), might be analyzed: increase/decrease in shrubs; increase/decrease in various grass species (forbs as well); change in average plant distance, etc. The method would also allow for multivariate analysis, though this should not be undertaken without a highly qualified person to carry out the analysis and interpretation.

The various parameters above could give an indication of several trends over time. These should be used in place of the very controversial calculation of overall range condition and/or trend.

LIVESTOCK FACTORS

When analysis of livestock data is done, price per kilogram rather than price per animal (the current measure) should be the subject. A simple analysis of the most recent sales data indicated a significant difference (0.1 level) in prices of all cattle (not only oxen) from RMA and non-RMA areas, with RMA animals drawing a better price. Since non-RMA animals at the sale tended to be smaller, the price per animal comparison is somewhat misleading.

GENERAL FACTOR

It would be interesting to link the ecological data to the livestock data in an analysis. This could best be done using correlation type analyses.

APPENDIX 3
RMA COMPARISONS

COMPARISONS

Table 1. Comparison of Levels of Farmer Participation, Lesotho RMA/GA Program: 6/92 vs. 3/95 as tracked by CNRM Project

ACTIVITY	Number of Farmer Participants											
	RMA/GA 1		RMA/GA 2		RMA/GA 3		RMA/GA 4		RMA/GA 5		RMA/GA 6	
	CNRM Start - 6/92	Current 3/95	CNRM Start - 6/92	Current 3/95	CNRM Start - 6/92	Current 3/95	CNRM Start - 6/92	Current 3/95	CNRM Start - 6/92	Current 3/95	CNRM Start - 6/92	Current 3/95
Members	269	308	308	229	251	303	397	GA is Effectively Non-functional	New RMA Under CNRM	0	New RMA Under CNRM	267
Financial Status (M)	M 2,899	M16,561	M 3,196	M7,049	M 27,199	M 25,107	M14,340			0		M15,270
Grazing Permits	0	153	0	299	64	211	0			0		401
Grazing Compliance-Inspections/Animals Impounded/Income	Insp=NA An=731 M 3,395	Insp=N A An=103 M 6,016	Insp=NA An=707 M 2,237	Insp=N A An=48 M 787	Insp=0 An=0 M 0	Insp=NA An=615 M 3,734	Insp=0 An=0 M = 0			Insp=0 An=0 M = 0		Insp=NA An=960 M 2,196
Retail Animal Feeds	0	107 partic M 1,300	0	Not a service at this GA	NA	Service not provided this year	0			0		Service not yet estab
Retail Fodder Seeds **	0	57 partic M 3,700	0	Not a service at this GA	0	Not a service at this GA	0			0		Service not yet estab
Retail Vet Supplier **	0	NA partic M 3,800	0	Not a service at this GA	0	42 partic M 3838	0			0		Service not yet estab
Breeding Program (Cattle Servired)	82	68 cows M 1,360	127	32 cows M4 80	91	59 partic 153 cows M 1,999	0			0		Service not yet estab
Pasture Rental **	0	16 partic M 272	0	5 partic M 3,588	0	Not a service at this GA	0			0		Service not yet estab
GA Employees	0	3	0	1	1	1	0			0		20 road const
Auction Fee**	0	M 523	0	M 150	0	Not collected by this GA	0			0		Service not yet estab

NA = Data Not Available ** = New Activity Started During CNRM

Table 2. Lesotho RMA/GA Program; Overall Comparison of Performance Indicators; 6/92 - 3/95

Overall Program Comparison			
Item	Start - 6/92	Current - 3/95	Change
Membership	1,225	1,107	- 10%
Financial Status	M47,634	M63,987	+ 34%
Grazing Permits	68	1,064	+ 681%
No. Graz. Compliance Checks	NA	NA	NA
Animals Impounded	1,438	2,654	+84%
Income	5,632	12,727	+126%
Retail Animal Feeds	Undetermined amt. of activity by GA 3	Activity in RMA 1	Difficult to determine
Retail Fodder Seeds	No activity by any GA	Activity by GA 1	+
Retail Vet Supplies	No activity by any GA	Activity by GAs 1 & 3	+
Breeding Program			
Cows Serviced	300	253	-16%
Income	M 3,000	M 3,829	+28%
Pasture Rental	No activity by any GA	Activity by GAs 1&2	+
Employees	1 Administrator @ GA 3	Mangers @ GAs 1&2, administrator still working @ GA 3	+
Auction Fee	No activity by any GA	Activity by GAs 1&2	+

Conclusion: Overall, the "pluses" outweigh the "minuses" in the matrix above. The decrease in membership can be explained by the fact that the GAs are in different months of their financial years; e.g., GA 1 = month 6, GA 2 = month 8; membership is likely to rise as the financial years progress in these RMAs. Also, membership will probably increase further due to the continued enrolment of members at GA 6. Moreover, farmers at two of the sites proposed for RMA development, Liseleng and Mofolaneng, have already begun enrolling themselves in GAs and to date about 200 members are registered between the two locations. Finally, they have begun collecting membership and subscription fees (set at M20/2 per head); this activity has occurred "endogenously" and prior to the RMAs having been declared.

Table 3. Monitoring and Evaluation Activities by RMA

M & E ACTIVITIES X RMA							
Range Trend Monitoring	x	x	x	x		x	x
Non-Forage Vegetation Abundance & Uses					x		
Small Stock Flock Dymanics Animal Health	x						
Cattle Breeding & Herd Improvement	x	x	x				
Oxen sale Weights/prices	x	x	x			x	x
Institutional indicators Training impact	x	x	x	x		x	
Financial	x	x	x	x		x	
Subscriptions in pounds	x	x	x			x	
GA Accountability	x	x					
Communication within GA	x	x					
Problem Solving ability	x	x				x	
Participation In GA Services	x	x	x			x	
Implementation Of Grazing Plans	x	x	x			x	
Range use Adjudication	x						x

APPENDIX 4

SHORT TERM TECHNICAL ASSISTANCE PROVIDED UNDER THE COMMUNITY NATURAL RESOURCES MANAGEMENT PROJECT

APPENDIX 4

SHORT TERM TECHNICAL ASSISTANCE PROVIDED UNDER THE COMMUNITY NATURAL RESOURCES MANAGEMENT PROJECT COMPILED MARCH, 1995

Person Months	Subject Area	Timeline	Consultant	Target Beneficiary
YEAR 1				
1	PRA Training	August 1992	Dr Barbara Grandin	CNRM staff and RMA Advisors
1	MIS/GIS	October 1992	Mr Bill Hegman	RMD/Data Management Section
1	Training Need Assessment	December 1992	Dr Frank Schorn	DLS/RMD
3	Monitoring & Evaluation	February 1993	Dr Ian Deshmukh Dr Will Getz Mr Phillip Cole	CNRM/RMD/ DLS/USAID
YEAR 2				
1	Short Term Technical Assistance Planning	October 1993	Dr Scott McCormick	DLS/RMD/ USAID
1	Phase Out Planning for Existing GAs	October 1993	Dr Scott McCormick	DLS/RMD/ USAID/GAs
1	Short Term Training Plan	March 1994	Mr Kevin Fitzcharles	DLS/RMD/GAs
1	PRA Training	March 1994	Dr Lorna Butler	DLS/RMD
3	Livestock Productivity	June 1994	Dr Michael Goe	DLS/RMD/GAs
YEAR 3				
1.5	Legal Assistance	On-going	Mr M. Ntlhoki	DLS/RMD/GAs
1	Livestock Policy	December 1994	Dr Conrad Fritsch	DLS/RMD
	Botany/Plant Identification	January 1995	Institute for Natural Resources, Univ. of Pietermaritzburg	RMD Inventory Data Management Section and RMA Advisors
	Livestock Breeding*	February 1995	University of the Free state, University of Fort Hare	RMA Advisors, Livestock Officers

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Person Months	Subject Area	Timeline	Consultant	Target Beneficiary
1.25	GPS	March 1995	Mr Bill Hegman	RMD Data Management Section, Inventory Section.
15.75	* Incorporated as training activity			

APPENDIX 5

SHORT-TERM TRAINING

APPENDIX 5

SHORT-TERM TRAINING

CNRM SHORT TERM TRAINING ACTIVITY SUMMARY YEARS ONE TO THREE (through mid-March 1995)

Category of Training	Training Activity	Particip. Female	Particip. Male	Particip. Total	Person Mths Trg/ Category	TOTALS
Year One: DLS Institutional	RMD Annual Mtg	3	68	71	43.3	43.3
	LIC/RMA Workshop	3	22	25		
	RMA Prog. Plng. Wor.	2	22	24		
	Second Yr. Plng	3	12	15		
	Range Mgmt. Trng.	3	14	17		
	Int. Grasslands	0	1	1		
	Plant Dynamics	2	10	12		
	Ecological monitoring	1	11	12		
	Satellite image	0	2	2		
	GIS Training	0	2	2		
Year One: RMA/GA Trg.	Organizational Devel.	30	42	72	39.2	39.2
	Financial Mgmt	13	14	27		
	Personnel Mgmt	10	28	38		
	Manager Trng	12	18	30		
	Ecological mon. RMA #1	0	2	2		
	Ecological mon. RMA #2	1	3	4		
	Ecolog. mon. RMA #3, 6	0	3	3		
	Ecological mon. RMA #4	0	3	3		
	Range management	27	34	61		
	Livestock Improvement	10	18	28		
	Grazing Planning	19	106	125		
	Grazing fee	16	25	41		
	VDC roles	35	139	174		

Category of Training	Training Activity	Particip. Female	Particip. Male	Particip. Total	Person Mths Trg/ Category	TOTALS
	Leadership	68	103	171		
	Constitution Plng.	9	13	22		
	Ecological monitoring	0	6	6		
	Water supply plng	12	30	42		
	Nutrition/food preservation	15	0	15		
Year Two: DLS Institutional	Indigenous Livestock	0	2	2	0.55	47.71
	RMD Workshop	8	13	21	2.64	
	Participatory Ext.	7	21	28	12.73	
	Grassland Symposium	2	12	14	1.91	
	Ecologic. Monitoring	0	6	6	1.82	
	Senior GOL Range	5	98	103	14.05	
	RMD Annual Confer.	6	26	32	5.82	
	Third Annual Workshop	8	19	27	6.14	
	Agribusiness Mgmt.	0	1	1	2.05	
Year Two: RMA/GA Trng	On-job Mgmt.	26	79	105	4.77	35.50
	GA Manager Trng.	0	6	6	2.32	
	Livestock Marketing	0	6	6	0.27	
	Range and Livestock	0	2	2	0.27	
	Fodder Production	0	13	13	0.59	
	Animal Health	3	11	14	7.64	
	Leadership Trng.	29	37	66	15	
	RMA/GA Development	12	39	51	4.64	
Year Three: DLS Institutional	Computer DOS	5	5	10	0.85	51.85
	Computer WordPerf	7	2	9	0.77	
	Computer LOTUS	6	4	10	0.85	
	Introductory DBase	1	0	1	0.09	
	Advanced DBase	2	0	2	0.18	

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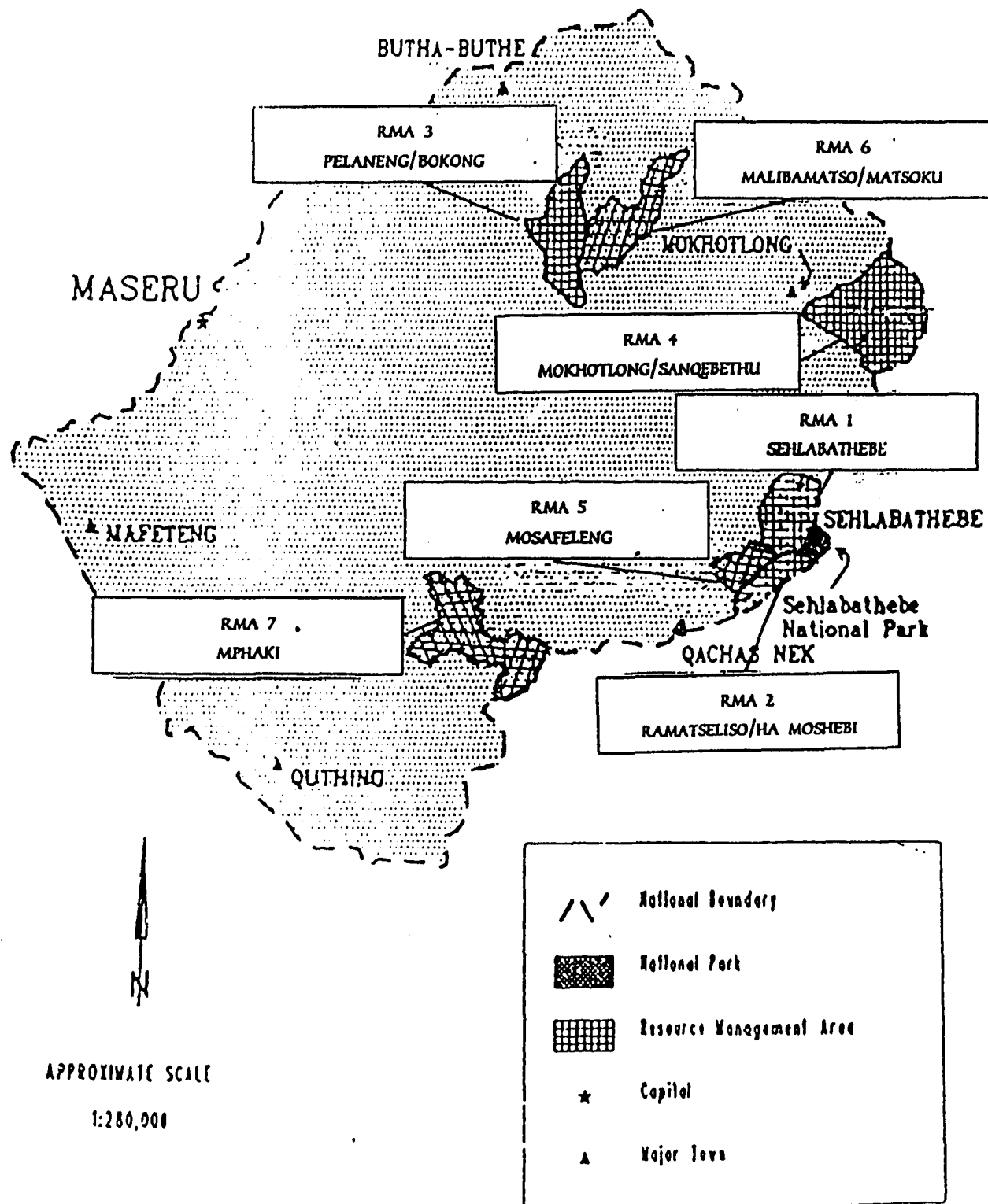
Category of Training	Training Activity	Particip. Female	Particip. Male	Particip. Total	Person Mths Trg/ Category	TOTALS
	Budgeting, Mgmt	4	9	13	5.91	
	Extension methods	2	30	32	7.27	
	Environmantal Impact	0	2	2	0.94	
	GIS Training	1	3	4	1.82	
	RMA Planning Work.	2	16	18	0.26	
	Training Planning Work.	6	20	26	1.18	
	Grazing Control Supervisors Training	0	26	26	5.91	
	Grazing Con. Super. Trg	0	19	19	4.32	
Year Three: DLS Institutional (cont)	Grazing Con. Super. Trg	0	15	15	3.41	
	Grazing Con. Super. Trg	0	35	35	7.95	
	GA Development Wk. - Mohales Hoek	1	7	8	0.36	
	GA Development. Wk	8	40	48	2.18	
	Study Tour	0	1	1	2.30	
	PRA Kenya	1	1	2	1.36	
	Parasitology Trng.	2	0	2	0.45	
	Ruminant Symposium	0	2	2	0.18	
	SADC Nat. Res. Pol. An.	2	0	2	1.36	
	National Policy	2	11	13	0.59	
	Accounting	1	0	1	1.36	
Year Three: RMA Advisor/District Staff Training	Plant Ecology/Field Botany	4	20	24	16.91	25.37
	Livestock Breeding	1	21	22	5.5	
	Legal Workshop	6	25	31	1.06	
	Vehicle operation	1	4	5	0.13	
	Bookkeeping, Leadersh.	1	12	13	1.77	
Year Three: GA/ Farmer Training	Conflict Resolution	12	104	116	7.91	60.39
	Breeding/Selection	0	3	3	0.41	

Category of Training	Training Activity	Particip. Female	Particip. Male	Particip. Total	Person Mths Trg/ Category	TOTALS
	Pre-breeding check/ demonstration	0	52	52	2.36	
	Range and Livestock Mg	0	37	37	8.41	
	RMA #6 Study Tour	1	31	32	10.91	
	RMA Program Trng.	0	23	23	3.66	
	Range Rider Training	2	40	42	1.91	
	RMA #6 Farmers Trng.	5	93	98	8.91	
	Herdboy Training	0	350	350	15.91	
TOTALS		486	2205	2691	303.32	303.32

APPENDIX 6

LOCATION OF RMAs IN LESOTHO

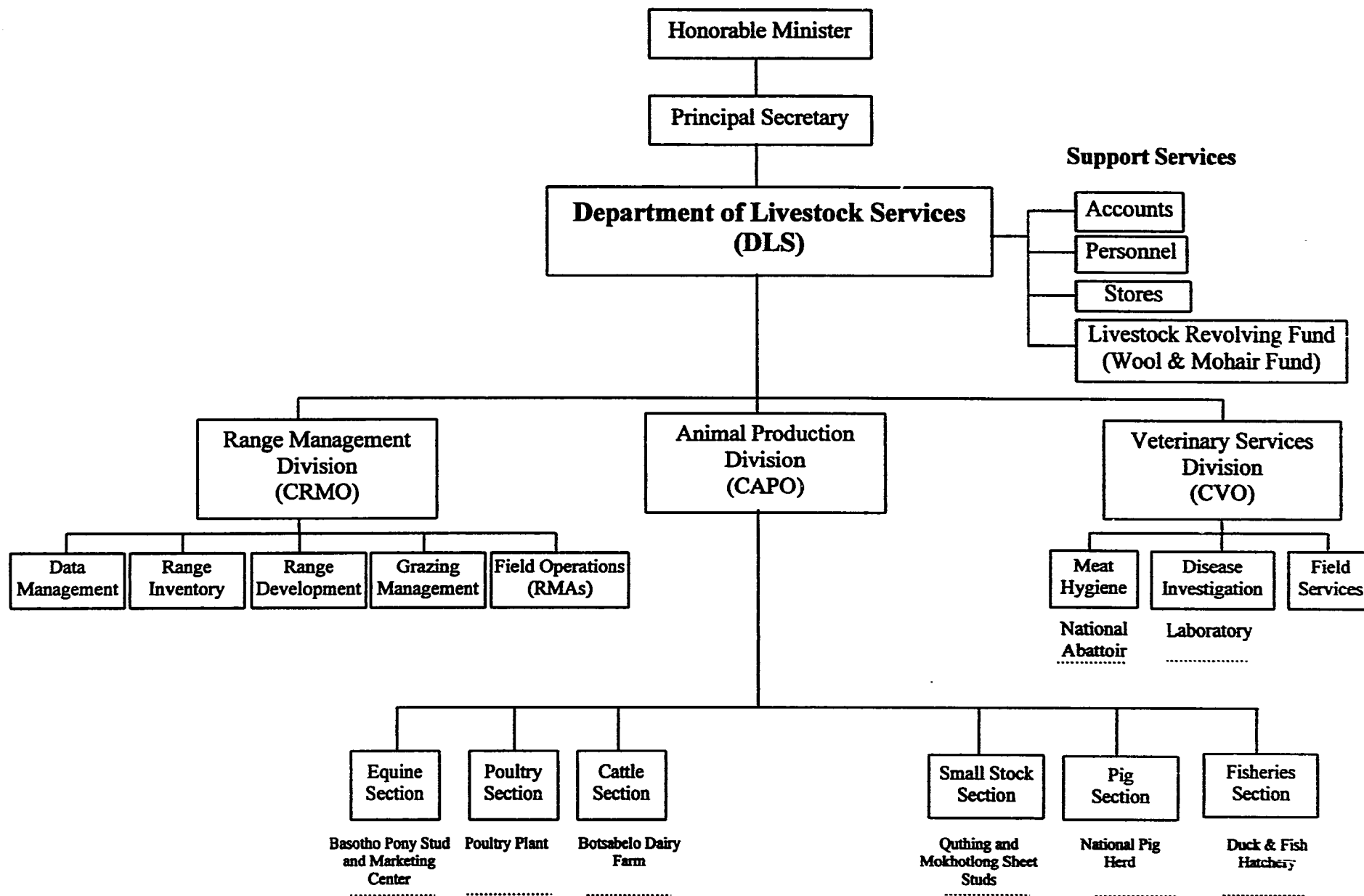
RANGE MANAGEMENT AREAS (RMAs)



APPENDIX 7

ORGANIZATIONAL CHARTS

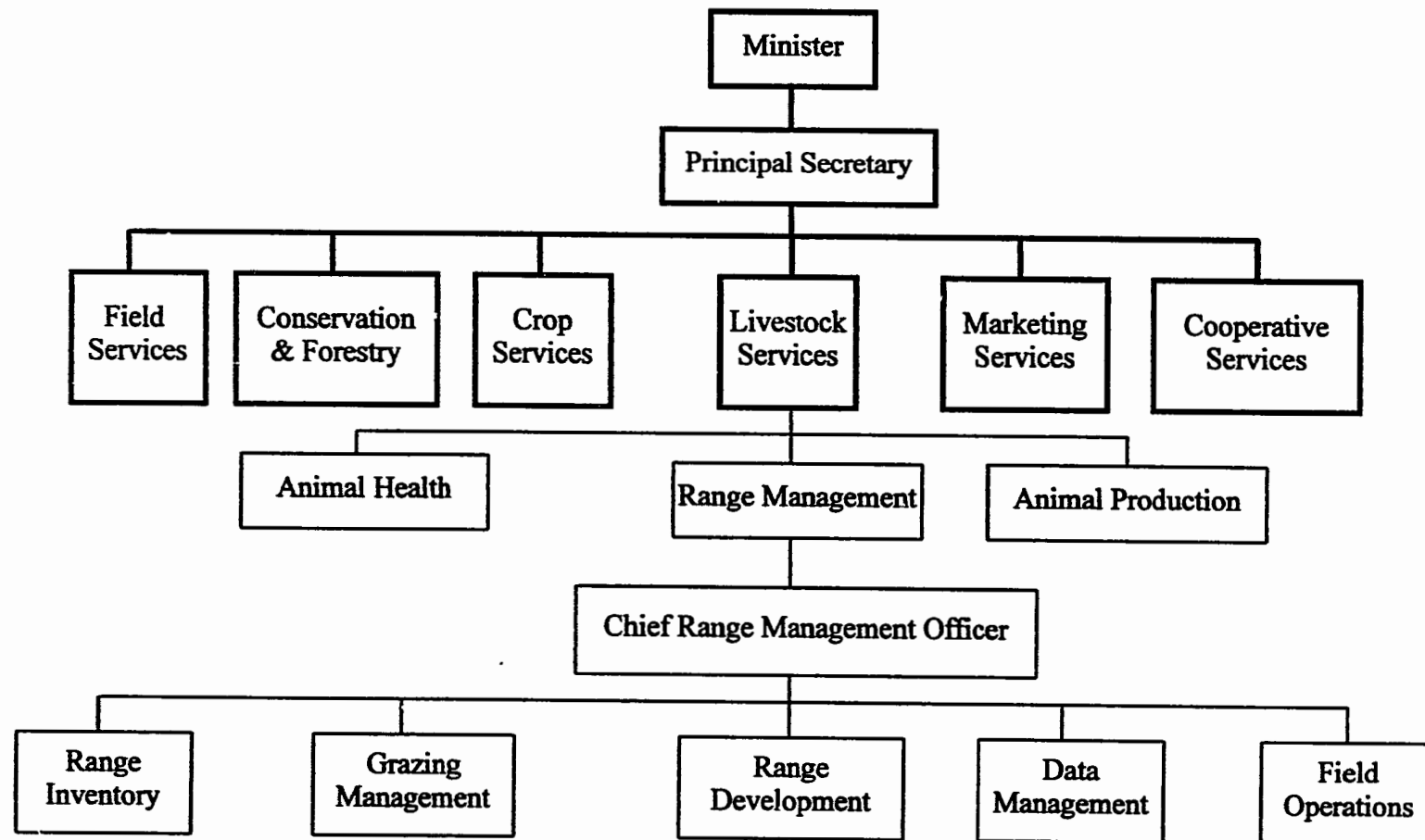
Structure of Department of Livestock Services



Note: Support Institutions are underlined by dotted line

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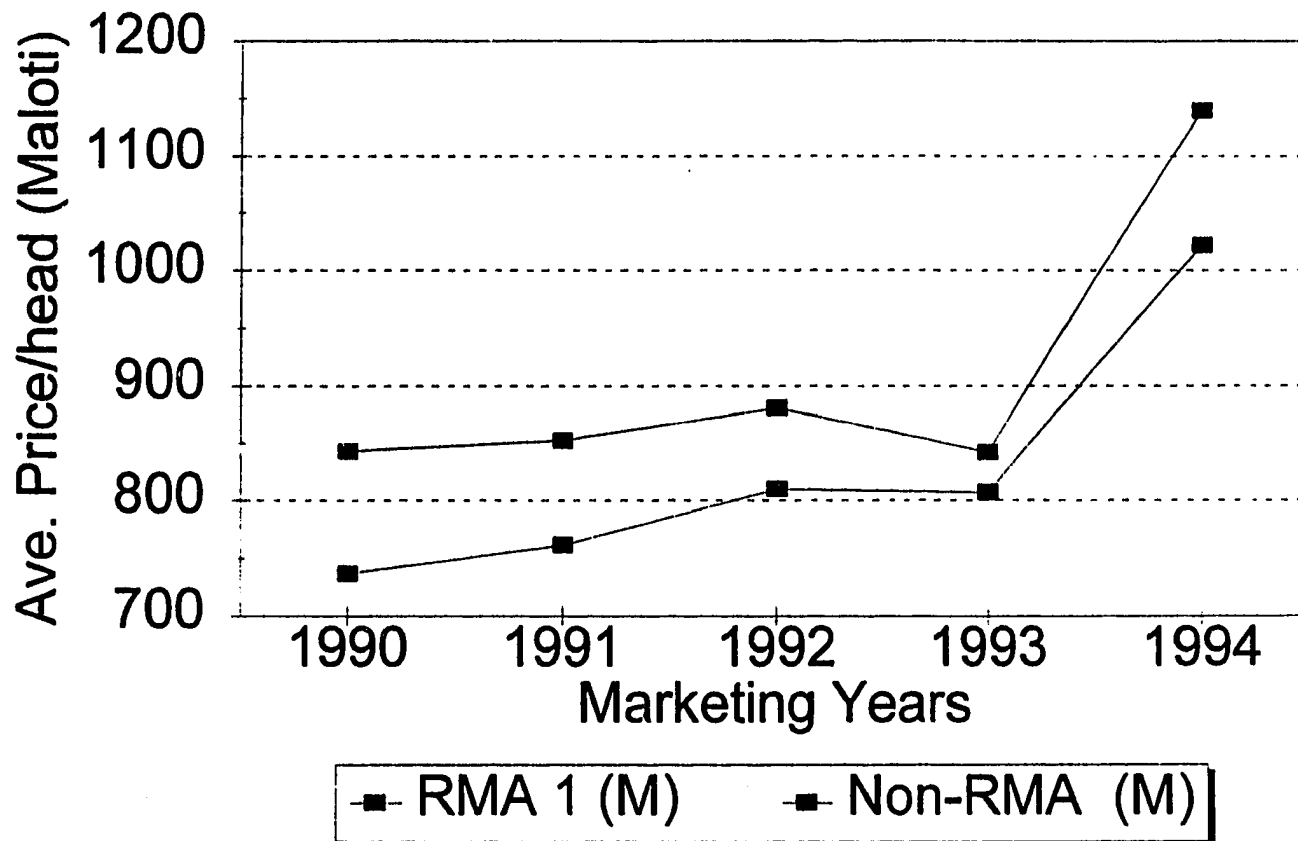
Organizational Structure



APPENDIX 8
STATISTICAL APPENDIX

OXEN SALES

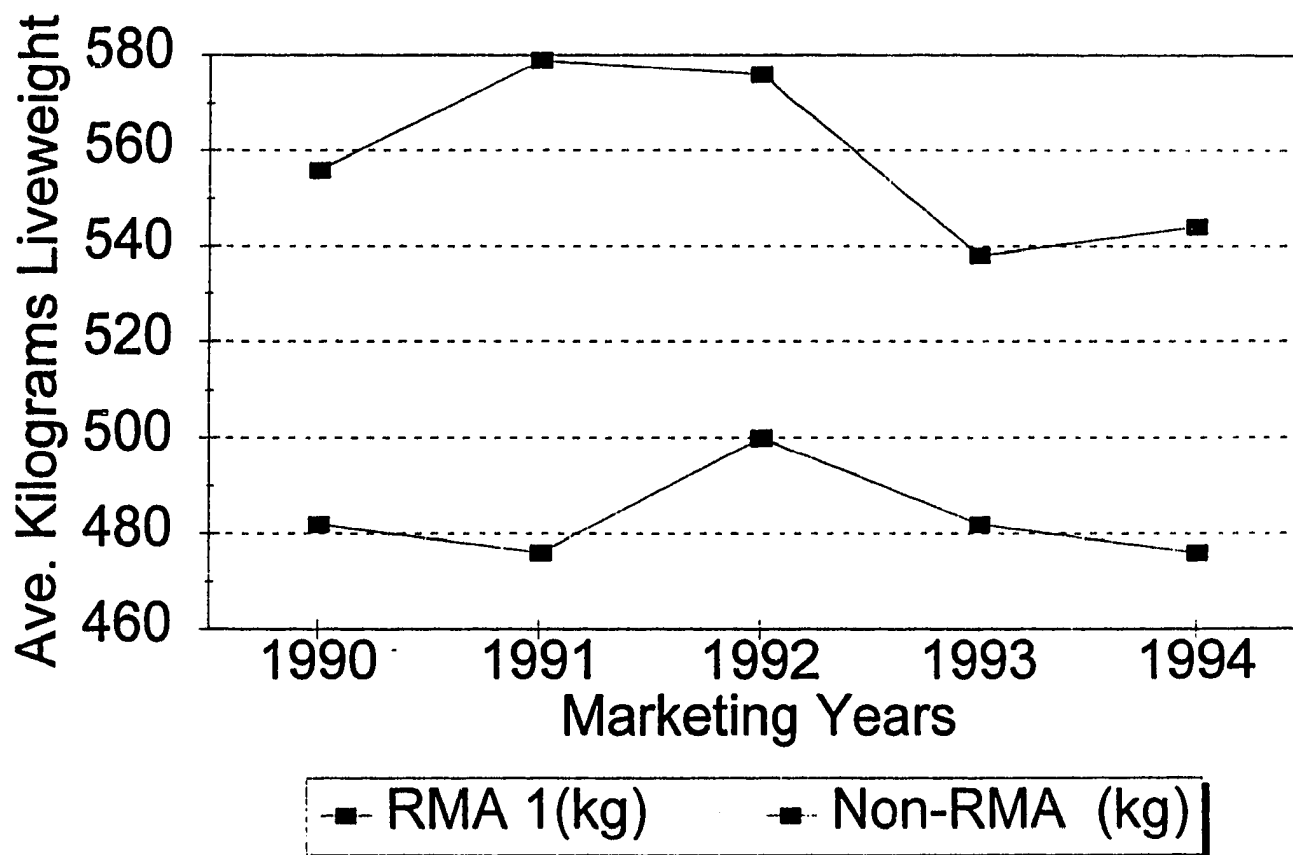
RMA 1 vs. Non-RMA Oxen



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OXEN SALES

RMA 1 vs. Non-RMA Oxen



**SEHLABATHEBE RMA
OXEN SALE SUMMARIES**

MARKET YR 1990

RMA Origin
=====

OFFERED	SOLD	TOTAL WT. (kg)	AVE. WT. (kg)	TOTAL RECEIPTS (M)	AVE. PRICE(M)
45	45	24,460	555.91	37,930.00	842.89

Non-RMA Origin
=====

OFFERED	SOLD	TOTAL WT. (kg)	AVE. WT. (kg)	TOTAL RECEIPTS (M)	AVE. PRICE(M)
111	111	44,832	482.06	81,840.00	737.30

GRND TOT 156 156 69,292 505.78 119,770.00 767.76
Total & ave. weight computed on 137 oxen

**SEHLABATHEBE RMA-1
OXEN SALE SUMMARIES**

MARKET YR 1991

RMA Origin
=====

OFFERED	SOLD	TOTAL WT. (kg)	AVE. WT. (kg)	TOTAL RECEIPTS (M)	AVE. PRICE(M)
56	56	20,847	579.08	47,725.00	852.23

Non-RMA Origin
=====

OFFERED	SOLD	TOTAL WT. (kg)	AVE. WT. (kg)	TOTAL RECEIPTS (M)	AVE. PRICE(M)
69	69	3,807	475.88	52,590.00	762.17

GRND TOT 125 125 24,654 560.32 100,315.00 802.52
Total & ave. weight computed on 44 oxen

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**SEHLABATHEBE RMA 1
OXEN SALE SUMMARIES**

MARKET YR 1992

**RMA Origin
=====**

OFFERED	SOLD	TOTAL WT. (kg)	AVE. WT. (kg)	TOTAL RECEIPTS (M)	AVE. PRICE(M)
59	59	23,605	575.7	52,000.00	881.36

**Non-RMA Origin
=====**

OFFERED	SOLD	TOTAL WT. (kg)	AVE. WT. (kg)	TOTAL RECEIPTS (M)	AVE. PRICE(M)
126	126	46,986	499.9	102,080.00	810.16

GRND TOT 185 185 70,591 522.90 154,080.00 832.86
Total & ave. weight computed on 135 oxen

**SEHLABATHEBE RMA 1
OXEN SALE SUMMARIES**

MARKET YR 1993

**RMA Origin
=====**

OFFERED	SOLD	TOTAL WT. (kg)	AVE. WT. (kg)	TOTAL RECEIPTS (M)	AVE. PRICE(M)
56	56	25,830	538.13	47,140.00	841.79

**Non-RMA Origin
=====**

OFFERED	SOLD	TOTAL WT. (kg)	AVE. WT. (kg)	TOTAL RECEIPTS (M)	AVE. PRICE(M)
44	44	16,393	482.15	33,540.00	762.27

GRND TOT 100 100 42,223 514.91 80,680.00 806.80
Total & ave. weight computed on 82 oxen

**SEHLABATHEBE RMA 1
OXEN SALE SUMMARIES**

MARKET YR 1994

**RMA Origin
=====**

OFFERED	SOLD	TOTAL WT. (kg)	AVE. WT. (kg)	TOTAL RECEIPTS (M)	AVE. PRICE(M)
86	75	35,364	544.06	85,400.00	1,138.67

**Non-RMA Origin
=====**

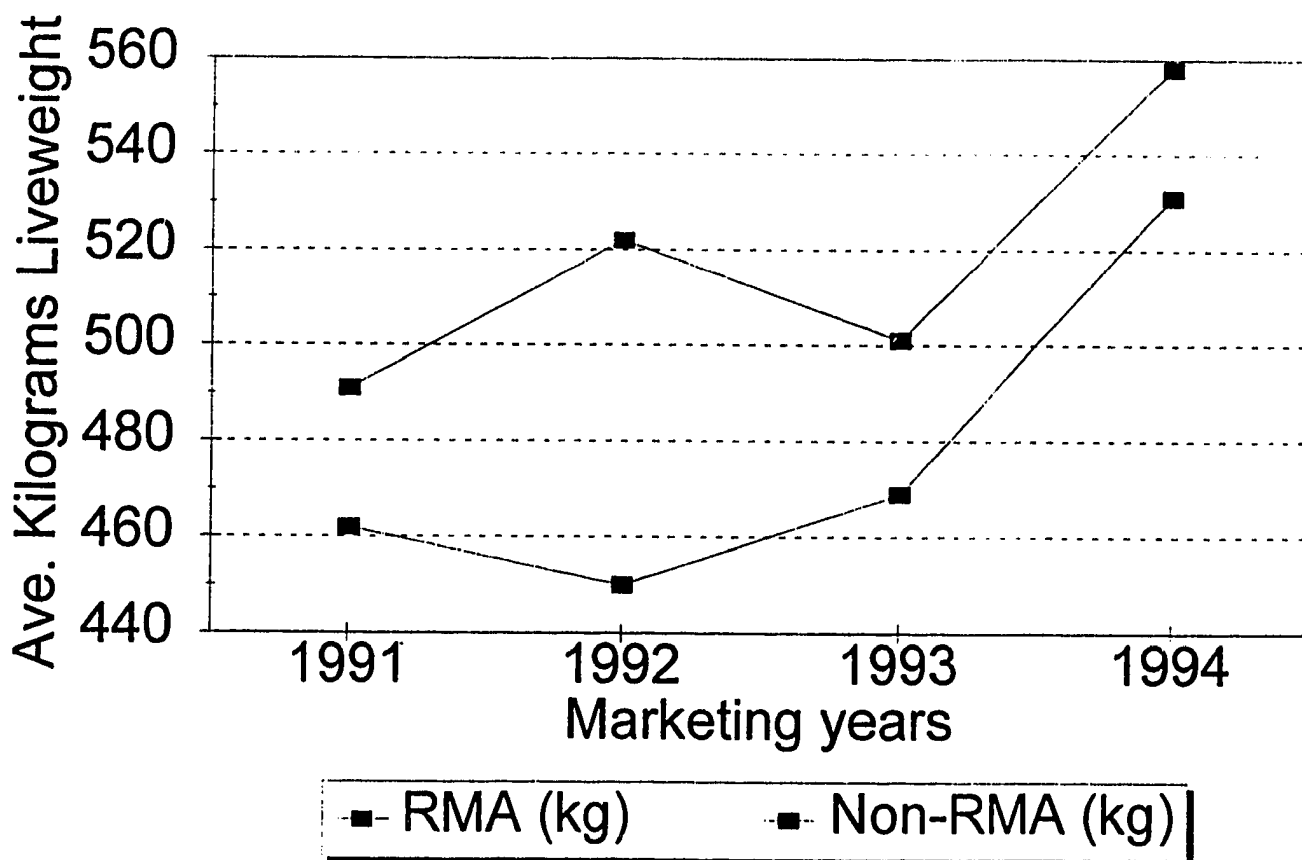
OFFERED	SOLD	TOTAL WT. (kg)	AVE. WT. (kg)	TOTAL RECEIPTS (M)	AVE. PRICE(M)
68	68	23,815	476.30	69,490.00	1,021.91

GRND TOT 154 143 59,179 514.60 154,890.00 1,083.15
Total & ave. weight computed on 115 oxen

119.

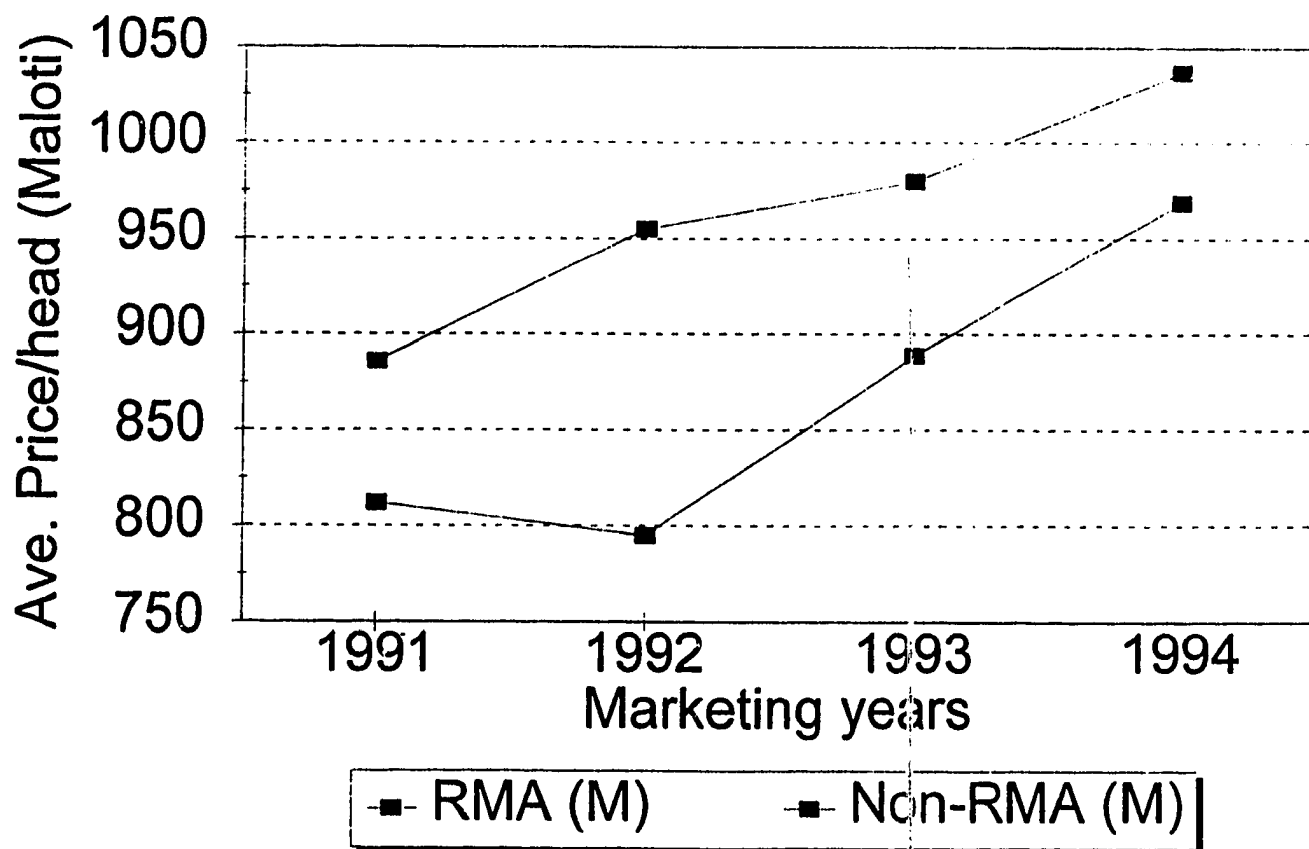
OXEN SALES AT RMA 3

RMA vs. Non-RMA Oxen



OXEN SALES AT RMA 3

RMA vs. Non-RMA Oxen



**PELANENG/BOKONG RMA
OXEN SALE SUMMARIES**

MARKETING YEAR: 1992

RMA Origin
=====

OFFERED	SOLD	TOTAL WT. (kg)	AVE. WT. (kg)	TOTAL RECEIPTS (M)	AVE. PRICE(M)
33	33	17,223	521.9	31,530.00	955.45

Non-RMA Origin
=====

OFFERED	SOLD	TOTAL WT. (kg)	AVE. WT. (kg)	TOTAL RECEIPTS (M)	AVE. PRICE(M)
54	54	24,280	449.6	42,920.00	794.81

GRND TOT	87	87	41,503	477.05	74,450.00	855.75
-----------------	-----------	-----------	---------------	---------------	------------------	---------------

**PELANENG/BOKONG RMA
LIVESTOCK SALE SUMMARIES**

MARKETING YEAR: 1991

RMA Origin
=====

NO. OFFE	NO. SOL	TOTAL WT. (kg)	AVE. WT. (kg)	TOTAL RECEIPTS (M)	AVE. PRICE(M)
65	60	29,487	491.45	53,153.00	885.88

Non-RMA Origin
=====

NO. OFFE	NO. SOL	TOTAL WT. (kg)	AVE. WT. (kg)	TOTAL RECEIPTS (M)	AVE. PRICE(M)
77	65	30,040	462.15	52,767.00	811.80

GRND TOT	142	125	59,527	476.22	105,920.00	847.36
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**PELANENG/BOKONG RMA
OXEN SALE SUMMARIES**

MARKETING YEAR: 1993

RMA Origin

=====

OFFERED	SOLD	TOTAL WT. (kg)	AVE. WT. (kg)	TOTAL RECEIPTS (M)	AVE. PRICE(M)
30	30	15,020	500.67	29,385.00	979.50

Non-RMA Origin

=====

OFFERED	SOLD	TOTAL WT. (kg)	AVE. WT. (kg)	TOTAL RECEIPTS (M)	AVE. PRICE(M)
38	38	17,840	469.47	33,770.00	888.68

GRND TOT	68	68	32,860	483.24	63,155.00	928.75
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**PELANENG/BOKONG RMA
OXEN SALE SUMMARIES**

MARKETING YEAR: 1994

RMA Origin

=====

OFFERED	SOLD	TOTAL WT. (kg)	AVE. WT. (kg)	TOTAL RECEIPTS (M)	AVE. PRICE(M)
32	26	14,512	558.15	26,960.00	1,036.92

Non-RMA Origin

=====

NO. OFFE	NO. SOL	TOTAL WT. (kg)	AVE. WT. (kg)	TOTAL RECEIPTS (M)	AVE. PRICE(M)
59	48	25,506	531.38	46,514.00	969.04

GRND TOT	91	74	40,018	540.78	73,474.00	992.89
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APPENDIX 9

REVISED RMA/GA SELECTION CRITERIA (11/94)

APPENDIX 9

REVISED RMA/GA SELECTION CRITERIA (11/94)

- 1) Expressed interest by community for technical assistance in improving rangelands.
- 2) Level of cooperation between requesting communities and their village development councils.
- 3) Status of any disputed boundaries or jurisdiction between chiefs.
- 4) Demonstrated initiative by requesting community.
- 5) Subject to forthcoming review of legislation, willingness of relevant authorities to declare RMA.*
- 6) Possibility of determining RMA without undue disruption of existing user patterns (except as provided for by grazing rights adjudication program).**
- 7) Possibility of determining RMA without excluding any users from their traditional entitlements (with exception of "malila").***
- 8) Proposed RMA encompasses an already-existing total grazing system.
- 9) Size of proposed RMA between 10,000 and 35,000 hectares.

Notes:

- * The proposed version of this criterion referred to the Principal Chief. A legal consultancy is currently underway looking at a number of issues relevant to the RMA program, including the Principal Chief's authority to declare an RMA. Until this work is complete, it cannot be determined whether an RMA could proceed without the agreement of the Principal Chief or whatever other authority is identified.
- ** This criterion was qualified by the parenthesis recognizing the Range Management Division's current program of adjudication of grazing rights to discourage transhumance. It is possible that current user patterns will be disrupted, but if this is done in harmony with the adjudication program, then it may be acceptable to proceed.
- *** The addition of the reference to "malila" reflects the workshop's agreement that the practice of allocating exclusive grazing rights by chiefs is unlawful and should not be included among the "traditional entitlements" to be upheld.

APPENDIX 10

PARTICIPATORY RURAL APPRAISAL

APPENDIX 10

PARTICIPATORY RURAL APPRAISAL

A Workshop on Participatory Rural Appraisal (PRA) was conducted in August 1992, shortly after CNRM commenced. An STTA from the U.S. introduced PRA to various members of CNRM, RMD/DLS, and PCVs. The timing of the workshop reveals the importance that CNRM attached to PRA methods. From the beginning, PRA would play a central role in CNRM's activities.

PRA is a more people-oriented, updated version of Farming Systems Research and Rapid Rural Appraisal. It can be an extremely valuable tool with which to make informal approximations of potential participants' needs and wishes at the pre-project and project formation stages of new RMA/GAs. PRA may also be used in socioeconomic surveys that need to tap people's knowledge and perspectives regarding a variety of issues: indigenous knowledge, inequalities, cooperation and conflict, reasons for poor management practices, and many others. PRA can also be a basic tool for team building in many different settings.

PRA requires that communities or groups define the objectives of an appraisal and participate fully at all stages, including information gathering, information sharing, analysis, and recommendations. An extension agent or researcher does not impose preconceived objectives and ideas, while dominating the entire process. A PRA facilitator attempts to treat all participants in a PRA exercise as experts and with respect. A facilitator combines a variety of informal tools during a PRA: village historical chronologies, village mapping, wealth ranking and group work. While participants gather information, a sense of cooperation is usually being fostered. The results of the various PRA exercises should be useful in local planning, social organizational development, situation analyses and needs assessments.

PRA is not usually an efficient method of socioeconomic data collection; however, the information gathered can be extremely valuable for community organizers.

CNRM and DLS introduced PRA as a group of extension methodologies that can be extremely valuable to RMA Advisors and DLS field staff. The University of Fort Hare's Department of Agricultural Extension and Rural Development conducted a training course on extension methods at the Lesotho Cooperative College for a week in December 1994. Fort Hare certificates were awarded to 32 RMOs, DLOs, and RMA Advisors. Approximately one-third of the course was devoted to PRA methodologies, including practical field exercises on PRA. CNRM offered several other training activities in PRA, including the opportunity for a member of the RMD's GA Development Team and another RMO to attend a month-long course on participatory rural appraisal in natural resources management in Kenya.

PRA is not an easy method. It may raise ethical problems, if used irresponsibly. A PRA-type needs assessment organized by the staff of a project focusing on previously-determined aims and objectives (e.g. livestock and range management) may unduly and irresponsibly raise people's expectations. For example, in one RMA the PRA exercise elicited many different needs from members of the community, with livestock and range management coming far down the list. In such a situation, the organizers of the PRA may do one of the following: 1) refer the participants to other agencies, who may or may not be in a position to assist; 2) attempt to help the

community with their needs that fall outside the scope of the project; or 3) raise people's hopes and continue to focus on livestock and range management, without addressing the other needs brought up during the PRA.

Another drawback is that a good PRA entails a time-consuming (though not necessarily expensive) set of exercises. It is consequently doubtful whether or not PRA can be properly institutionalized without the understanding, commitment and support of higher authorities in the DLS/RMD, who have also been exposed to and understand the purposes and usefulness of PRA.

There is anecdotal evidence that RMA Advisors and district field staff have benefitted from their exposure to the PRA-style methods taught and used under CNRM. Whilst the PRA methodology has not necessarily been used formally by everyone with the GAs, they may use it informally with individual farmers and among themselves. There is an unfortunate tendency to fall back on the *pitso*, which is familiar to villagers and extension agents.

APPENDIX 11

RMA ADVISOR MONTHLY REPORT FORMAT

RMA PROGRAMME MONTHLY REPORT

RMA Name: _____

Month: _____ Year: _____

Reporting Officer(s): _____

Precipitation: _____

I. GRAZING ASSOCIATION DEVELOPMENT AND MANAGEMENT ACTIVITIES:

A. Progress on Constitution and By-Laws Draft or Amendments:

B. Current GA Year's Membership Level:

Males____ Females____ Total____

C. Number Of Months In the Current GA Year: _____

D. Association Revenues and Expenditures:

REVENUES	AMOUNTS	EXPENDITURES	AMOUNTS
Registration Fees		GA Manager's Salary	
Membership Fees		Range Riders' Wages	
Breeding Fees		Herders' Wages	
Trespass Fees		Trip/Tour Expenses	
Grazing Fees		Agric. Inputs and Tools	
Livestock Drugs and Tools		Livestock Drugs and Tools	
Animal Feeds Stuff		Animal Feeds Stuff	
Agric. Inputs and Tools		Livestock Purchases	
Wool and Mutton		Breeding Stock Procurement	
Livestock Sales		Other(specify)	
Other(specify)			
Totals			

E. Financial Status:

Savings A/C _____

Current A/C _____

Cash in hand _____

Total _____

F. Management Committee Meetings:

1. Number Held: _____

2. Number of Participants: Male____ Female____ Total____

3. Major Issues and/or Decisions:

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G. Other Committee Meetings (specify): _____

1. Number of Participants: Male____ Female____ Total____
2. Activity or Issues Discussed Plus Suggestions Made:

II. INFRASTRUCTURE DEVELOPMENTS, REPAIRS AND MAINTENANCE:

(Also note requirements for specialized assistance)

A. Staff Housing:

B. Water Supply:

C. Communications:

D. Livestock Handling Facilities:

E. Breeding Pastures:

F. Other (Please Specify):

III. EXTENSION AND TRAINING:

A. Lipitso:

Subject	Name of Village	Attendance	
		Male	Female

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B. Individual Farmer Contacts:

Contact Number	Number Of Individuals		Subjects Discussed
	Male	Female	

Comments on Contacts:

C. Training Courses:

1. Venue and Dates _____
2. Course Title _____
3. Course Purpose _____
4. Course Participants: Male _____ Female _____ Total _____
5. Course Conductors: _____
6. Comments on the course:

7. Course Sponsor(s) and Amounts :

- a) _____
- b) _____
- c) _____

D. Educational Tours To Places Of Interest:

1. Tour Objective:
2. Tour Participants: Male ____ Female ____ Total ____
3. Place(s) Visited: _____
4. Tour Dates: _____
5. Lessons Learned:

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E. Tours Conducted In The RMA:

1. Objective of tour: _____
2. Tour Participants:
Male _____ Female _____ TOTAL _____
3. Origin of participants _____
4. Comments on tour: _____

IV. GRAZING MANAGEMENT ACTIVITIES:**A. Grazing Plan:**

1. What type of grazing plan are livestock following?
Winter _____ Summer _____ None _____

Grazing Plan or Grazing Sequence Agreed Upon:

Name of Grazing Area	Size (Ha.)	Animal Units Grazing	Grazing Period (Dates)	Name(s) Of Village(s)

Comments on grazing plan/sequence: _____

B. Number of Grazing Permits Issued This Month: _____**Livestock Numbers on Permits Issued This Month:**

Cattle _____
 Sheep _____
 Goats _____
 Horses _____
 Donkeys _____

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C. Livestock Impoundments:**1. Statistics:**

Kind of Animal	RMA Animals	Non RMA Animals	Total
Cattle			
Horses			
Donkeys			
Sheep			
Goats			

2. Total Trespass and Pound Fees Collected: M_____

3. Matters arising from livestock impoundment activities:

Issues	Actions

D. Monitoring:

1. Number of Grazing Permits checked: _____

2. Forage utilization: Hectares inspected/mapped: _____

3. Ecologic trend of transects read: _____

4. Observations from monitoring activities:

5. Actions taken toward modifying the plan:

E. Fire Incidents:

Prescribed		Wild	
Location	Hectares	Location	Hectares

Observations & Decisions regarding rangeland fires:

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V. FODDER PRODUCTION AND/OR PROMOTION ACTIVITIES:

Give the following details if or when applicable:

A. Number of farmers participating/contacted:

Male___ Female___ Total___

B. Land area planned or envisaged:_____

C. Production details:

Name of Plot/ Field Owner	Land Area	Annual Spp.	Perennial Spp.

Remarks(tell on whether this is a demonstration or "large scale"
production, Spp. mixtures, condition of crop, yield estimate, etc.):

VI. LIVESTOCK RELATED ACTIVITIES:

A. Livestock Activities Related To Culling, Eartagging/Branding & Castration:

Kind of Animal	Number Inspected	Number Culled	Number Eartagged or Branded	Number Castrated
Cattle				
Sheep				
Goats				
Horses				
Donkeys				

Remarks and Recommendations:

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B. Livestock Breeding Programme:

Kind of Animal	No. Animals Bred	Breeding Fees Collected
Cattle		
Sheep		
Goats		

Total No. of stud animals: Bulls___ Rams___ Billies___ Cows___

Comments on stud animals:

Remarks on Livestock Breeding Programme:

C. Livestock Dipping, Vaccinations, Dosings or Other Treatments Made:

Kind Of Livestock	Total No.	Treatments
Cattle		
Horses		
Sheep		
Goats		
Donkeys		

D. Livestock Sales:

Auctioneer _____ Buyers _____

1. RMA Origin:

Kind/Class	No. Offered	No. Sold	Ave. Weight	Ave. Price	Total Receipts
Bulls					
Oxen					
Cows					
Calves					
Sheep					
Goats					

2. Non-RMA Origin:

Kind/Class	No Offered	No Sold	Average Weight	Average Price	Total Receipts
Bulls					
Oven					
Cows					
Calves					
Sheep					
Goats					

E. Wool & Mohair Records:

Name of Wool Shed	No. Goats/Sheep Sheared		Kg. of Wool/Mohair	
	RMA	Non RMA	RMA	Non RMA

VII. TRANSPORT:

A. Vehicle Use

Vehicle Number	Kilometres Traveled	Petrol Used (L)

Remarks on vehicle:

B. RMA Riding and Trek Horses:

1. Total number _____
2. Remarks on condition, veterinary care and feed requirements, needs for saddlery, etc.

VIII. MEETINGS WITH DAO, PRINCIPAL CHIEF, OR OTHER DISTRICT SM:

Venue of meeting:

Purpose of meeting:

Decisions/Actions:

OTHER INFORMATION /ACTIVITIES:

APPENDIX 12

QUESTIONNAIRE 1 - GENERAL/MEMBERSHIP

QUESTIONNAIRE 2 - LIVESTOCK M&E

APPENDIX 12

QUESTIONNAIRE 1 GENERAL/MEMBERSHIP

Name of Respondent, Position/Occupation

RMA Number

1. How was this RMA initiated and by whom? Please explain.
2. Were there any jurisdictional-boundary disputes at RMA start-up? Describe. How were they solved?
3. Have there been any jurisdictional-boundary disputes since the start-up? Describe. How solved? If not, explain.
4. The Grazing Association - purpose?
5. The Grazing Association - leadership - Problems/Successes?
Is there a sitting allowance? explain.
6. The Grazing Association - programs?
grazing management plan
Re each program: run by whom? how often? successes and problems?
7. The Grazing Association - does it employ:
A Manager? (Explain why or why not?)
(If a manager was/has been hired, what does or did he do? successes/problems?)
A Bookkeeper or Accountant? (same as above)
Range Riders? (same as above)
Others? (same as above)
8. What does the RMA Advisor for or in the RMA/GA? How often? (details)
9. How do MOA district officers assist the RMA/GA? How often? (details)
10. The Grazing Association - training of officers? (women?) of executive committee? (women?) of management committee? (women?) of general membership? (women?) of herd boys? of range riders?
Has there been any evaluation of GA training?
Can the GA identify its own training needs?
11. What have relationships been like between GA members, on one hand, and non-GA members, on the other, within the RMA?
12. What have relationships been like between GA members and people outside the RMA who traditionally have grazed their livestock within the RMA?
13. Who has benefitted most from this GA/RMA? How? Why?
14. Who has not benefitted from this GA/RMA? How? Why?
15. What types of successes or problems have been experienced at this GA/RMA re:
 - a. the national grazing fee (explain)
 - b. GA fees (explain)
 - c. impoundment of members' livestock (explain)
 - d. impoundment of non-members' livestock (explain)
 - e. livestock sales (explain)
 - f. sales of veterinary supplies and feed (explain)
 - g. transportation (explain)
 - h. the village development committee (explain)
 - i. thieves (explain)
 - j. cost-sharing arrangements with CNRM (explain)
16. How do you think the problems above (where applicable) can be solved?
17. What roles have women played in the RMA/GA? with livestock? in management of the GA? other areas?
18. Describe any income generation activities of the GA that have not been mentioned above: Initiated by whom? Participation by men? by women?
19. The Grazing Association -

<u>Number of Men</u>	<u>Number of Women</u>
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General Membership
Paid-up Membership
Management Committee
Executive Committee

20. Participatory Rural Appraisal - has it taken place here? How many participated in PRA exercise(s)?
Successes? Problems?
21. The respondent's preferences regarding the future of this GA/RMA? Explain.
22. Respondent's opinion regarding the preference of most GA members regarding the future of this GA/RMA?
Explain.
23. Respondent's opinion regarding the preference of most non-GA/RMA people inside and outside this RMA
regarding the future of this GA/RMA?
24. Is this GA/RMA self-supporting? Why or why not?
25. What types of assistance will this GA/RMA need after the CNRM closes down?
26. Who do you believe can provide the assistance listed in 23 (above)? Explain.
27. Should other RMAs be set up in Lesotho? Explain.
28. Are other people outside this RMA showing interest in setting up one (or joining this one)? Explain.
29. What mistakes or pitfalls should communities avoid, if they wish to start up an RMAs?
30. Your comments on the balance between technical and social training of the participants in this project?

(for MOA officers and CNRM team only)

31. Does DLS (or RMD) have a full-time sociologist? Does it need one? Are sociologists brought in from
time-to-time? Is this a satisfactory arrangement?
32. What is the status of socioeconomic data collection at the RMD?

QUESTIONNAIRE 2

LIVESTOCK/M&E

1. What has been done on livestock productivity monitoring? Where? When? Results?
2. What has been done on livestock health monitoring? Where? When? Results?
3. What has been done on livestock breeding monitoring? Where? When? Results?
4. What is the capability of Data Management in the DLS? Can they do statistics? At what level? How many people in the DLS are qualified in data management? Is the DLS data management statistician position filled? If not, when will it be?
5. M & E - (get results) Which parameters measured, when and where?
Statistics (livestock, income, range)
6. Does DLS have the resources necessary to do the M & E of RMAs?
7. What M & E measures can DLS reasonably handle?
8. How has farmer participation been incorporated into M & E?
9. How does M & E information flow back to the RMAs?
10. Can RMD really do grazing plans? Who currently does them?
11. What fodder programs are in place? Where?
12. What breeding programs are in place? Where?
13. What animal health programs are in place? Where?
14. What marketing programs are in place? Where?
15. What happened to range seeding, pitting, fertilizer, etc.?
16. Who keeps fee collection records?
17. What financial assistance is still being given to RMAs?
18. GIS capabilities?
19. What range inventory programs have been carried out? By whom? Results?
20. What are the capabilities of DAOs ?
21. What are the capabilities of DLOs?
22. What are the capabilities of RMA Advisors?
23. The GA Development Team: Members? Duties? Sustainable after project leaves?
24. Most of the training seems to be technical rather than social. If this is correct, why is this the case?
25. Why were statistics deleted from the training plan?
26. Has there been any improvement in animal numbers in any of the RMAs?
27. Is the sale of veterinary supplies and feed still on-going? In which RMAs?

APPENDIX 13

SCHEDULE OF CNRM FINAL EVALUATION TEAM

APPENDIX 13

SCHEDULE OF CNRM FINAL EVALUATION TEAM

March

- Wed 1** arrival in Maseru; meeting of team members
- Thur 2** morning - briefing by COP (CNRM), Acting Mission Director (USAID), CNRM Project Manager (USAID), and Security Officer (American Embassy); briefing papers received; courtesy call on the PS of the MOA

afternoon - meeting with COP (CNRM)
- Fri 3** morning - familiarization trip to the mountains: RMA 3 (Pelaneng/Bokong) and bottom of RMA 6 (Malibamatso/Motsoku)

afternoon - attendance at Breeding Course Practical at RMA 3
- Sat 4** review of documents
- Sun 5** review of documents; group planning session, including scheduling
- Mon 6** morning - RMD monthly meeting; meetings with D/LS and Acting CRMO

afternoon - joint CNRM/evaluation team meeting; investigation of availability and costs of lodging, food, transportation, etc., at RMAs to be visited

evening - business dinner with CNRM staff (OBS and 2 CMSs)
- Tues 7** morning - range management program meeting at RMD; fly to Mokhotlong

afternoon - meet with district agric officers in Mokhotlong
- Wed 8** morning and afternoon - evaluation at RMA 4 (Mokhotlong Sanqebethu); return to Maseru from Malefeane
- Thur 9** visit to RMA 3 (Pelaneng/Bokong) by Range Ecologist/Range Management Specialist and Environmental/Natural Resource Specialist; other team members remain in Maseru to review documents
- Fri 10** visit to RMA 6 by Rural Sociologist and Agrobusiness/Livestock Economist Specialist, along with COS
- Sat 11** team meeting to review progress of work
- Sun 12** early afternoon - fly to Sehlabathebe, for visits to RMAs 1, 2, and 5

Mon	13	visit RMA 1 during their Sports Day with RMA 2
Tues	14	2 team members attend GA Management Meeting at RMA 1 with OBS; 2 other team members visit RMA 5 (Tsatsa-Le-Meno/Mosafeleng) with COS
Wed	15	one or more team members will visit RMA 2 (Ramatseliso's/Ha Moshebi), while others remain in RMA 1 for the cattle sale; return to Maseru
Thur	16	interviews in Maseru at LHDA, CNRM, and the Environmental Secretariat
Fri	17	interviews in Maseru at the European Union, CNRM, Peace Corps, and with Dr. Dan Phororo
Sat	18	interview with Mr. M. Ntlhoki, CNRM Legal Consultant; writing
Sun	19	team meeting; writing
Mon	20	writing; meeting with Acting USAID Director
Tues	21	compilation of the First Draft
Wed	22	submission of First Draft; final interviews; work on appendices
Thur	23	final interviews; work on appendices; 2:30 p.m. de-briefing in USAID Conference Room; CNRM Team, DLS, Mission Acting Director, revisions
Fri	24	team meeting, further revisions
Sat	25	further revisions, Hennessy departs
Sun	26	further revisions, Conje departs
Mon	27	debriefing with PS MOA, work on appendices
Tues	28	work on final draft
Wed	29	work on final draft, final interviews
Thur	30	submission of final draft

APPENDIX 14
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APPENDIX 14

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APPENDIX 15

CONTACTS

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CONTACTS

Ministry of Agriculture, Cooperatives and Marketing (MOA) Staff

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C. Ntsiki, Range Officer, Mokhotlong

K. Selialia, District Extension Officer, Mokhotlong

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C. Mojaki, RMA Advisor (RMA 2)

K. Ntsokoane, RMA Advisor (RMA 3)

N. Ntlale, RMA Advisor (RMA 4)

C. Mojaki, RMA Advisor (RMA 5)

C. Leu, RMA Advisor (RMA 6)

P. Moeletsi, Head, Data Management Section, DLS

D. Nthabane, Head, Range Inventory Section, DLS

District-level MOA staff at the Breeding Course

2 Veterinary Assistants

Residents of RMAs

2 Area Chiefs

3 RMA Managers

10 current executive committee members and 1 former executive committee member

16 management committee members

20 members of GAs

6 herdboys

8 non-members of GAs resident inside RMAs

5 non-residents living in the vicinity of RMAs

2 auctioneers from RSA (at RMA 1)

5 sellers at cattle auction (at RMA 1)

2 policemen overseeing cattle auction (at RMA)

Other Contacts

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